National Park Service

SYSTEM PLAN

One Hundred Years

National Park Service Organic Act of 1916

"…the fundamental purposes of the said parks, monuments, and reservations…which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

National Park Service Mission

"The National Park Service preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world."

National Park Service | U.S. Department of the Interior | January 2017

National Park Service

SYSTEM PLAN

One Hundred Years

The National Park Service is extraordinarily honored to be the steward of over 400 places that define our most important natural wonders and our collective history. We also understand there are gaps in this inventory. During the past 100 years, the national park system grew by individual and collective initiatives born of the love for our nation's natural wonders and historical treasures, rather than by design. The next century will require strategic decision-making based on scientific insight, attention to our diverse citizenry, a need to tell a more complete history of our nation, and increased urbanization.

Scientific insight has transformed our understanding of natural resource conservation, illuminating the need for increasing resiliency through redundancy and landscape connectivity. Guided by these and the principles of representation, and restoration, parks in the national park system can be cornerstones and catalysts in a larger system of interconnected protected areas. New scholarship on the historical and contemporary contributions of women and minorities has shown the need to interpret history from multiple perspectives and fill in the gaps in our nation's narrative.

The National Park Service envisions a system that is integrated with the conservation and preservation work conducted by other agencies, organizations, and communities. The system must also incorporate new models of park management, where robust partnerships are embraced and nurtured. The advice offered by citizens serving on the National Park System Advisory Board has guided the National Park Service System Plan's road map for our next century of conservation and preservation. While this plan does not specify or recommend individual sites for inclusion in the national park system, it will serve as a framework for future consideration. I invite you to take part by embracing and advancing the strategic guidance and recommended actions outlined in this plan.

Michael Reynolds, Acting Director

USNPS

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Introduction & Plan Objectives

One

The National Park Service (NPS) preserves much of the nation's most distinctive natural and cultural heritage. Since its establishment in 1916, the NPS has evolved into one of the most respected federal agencies; and is widely emulated by other countries striving to protect and conserve their natural and cultural treasures. NPS parks afford visitors opportunities to immerse themselves in places where important events took place and enjoy some of the most significant natural and historic places in America. In this way, national park system units serve as some of the nation's richest places for learning, recreation, and discovery.

The growth of the national park system has generally proceeded unit by unit, and has not always been directed by an overarching vision or systematic thinking on a national scale. The desire to tell the stories of major chapters in US history and to protect the natural beauty of American landscapes has persuaded Congress to designate new park units through legislation. Presidents have invoked the 1906 Antiquities Act to establish new park units by presidential proclamation. These successful efforts resulted in our collection of 413 park units in the national park system to date.

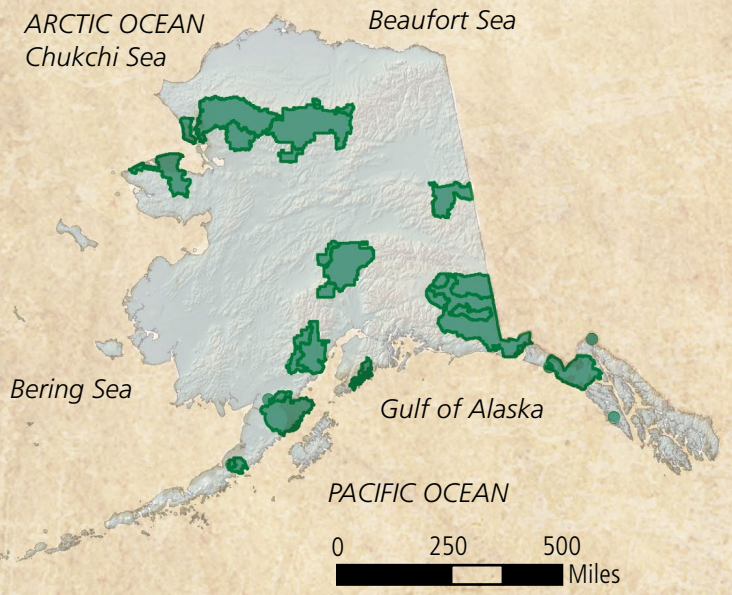
This incremental approach to increasing the system has been highly effective in preserving and protecting many treasured places. However, unintentionally, it has resulted in gaps in the protection of certain themes or significant resources left unprotected because they have had no successful advocates. Taking a broad view of our natural and cultural heritage allows us to recognize significant ecological and cultural landscapes that are currently unprotected or underprotected. To meet its mission of preservation, the NPS must continue to explore new and collaborative ways to protect these important resources and values. The NPS also has a responsibility to the American taxpayer to continue striving for increased efficiency of core operations.

Similarly, the growth of the national park system has not always been reflective of the evolving American public and the dynamic nature of the nation's population and changing demographics. In addition, the American population is becoming more urbanized, and many NPS units are not where the majority of our nation's people live today. To meet the NPS mission of preservation, education and recreation, the NPS needs to more fully represent the stories and experiences of all Americans and adapt to increasing urbanization, while also focusing on places traditionally thought of as park land. Additionally, the future system needs to reflect and incorporate the collaborative and landscape level approaches to conservation in the 21st century.

The National Park Service System Plan (System Plan) addresses these needs by providing a framework for proactively directing the future of the national park system, identifying gaps in the nation's protected natural and cultural areas, and establishing a collaborative conservation system that fully reflects our nation's cultural and natural heritage.

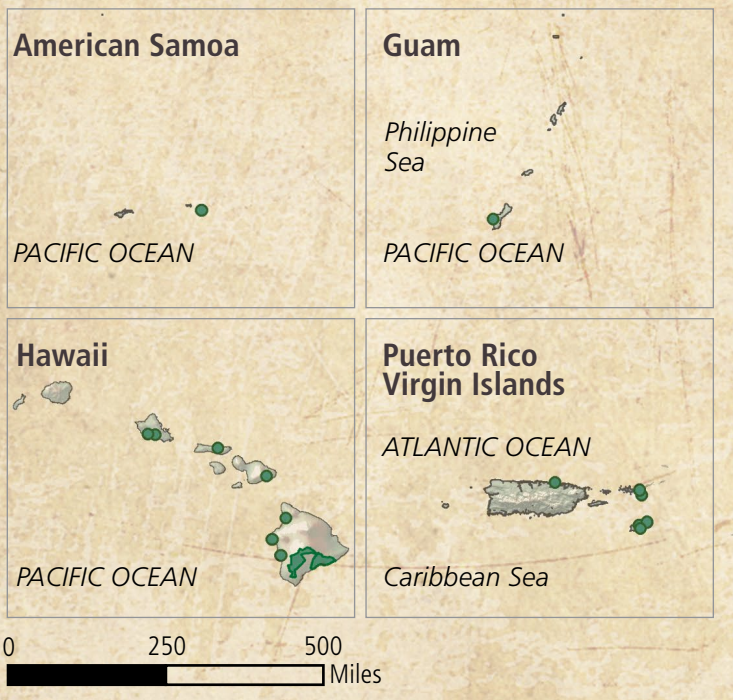
To achieve this vision, the NPS must be strategic in its actions to ensure that the future national park system is more interconnected and inclusive. The System Plan examines the special places, stories, ecosystems, and recreational opportunities that the NPS currently protects, while identifying gaps and opportunities to seek new ways to protect important natural areas and cultural heritage in the national park system and beyond. This plan sets forth strategies for establishing a more inclusive system of parks and protected areas that will serve all of the nation's populations, expand opportunities for learning and conservation, and safeguard the important places that have shaped American communities, while providing a framework for preservation as the American population continues to grow and change. In 2016, the NPS commemorated the centennial of the agency's creation. In looking to its next 100 years, the NPS envisions a system that is integrated with other agencies, organizations, and communities, improving its ability to link important natural and cultural landscapes, respond to a changing environment, and adapt to the challenges of the future for the benefit of all Americans.

This System Plan is intended for the NPS, stakeholders, friends groups, partners, park visitors, and users of NPS programs, and the American public. It is to inform members of the US Congress and the President as they consider establishment of new park units or other protected areas, either through congressional legislation or by presidential proclamation. This System Plan has been written to inform the growth and management of the NPS for the next 20 years.

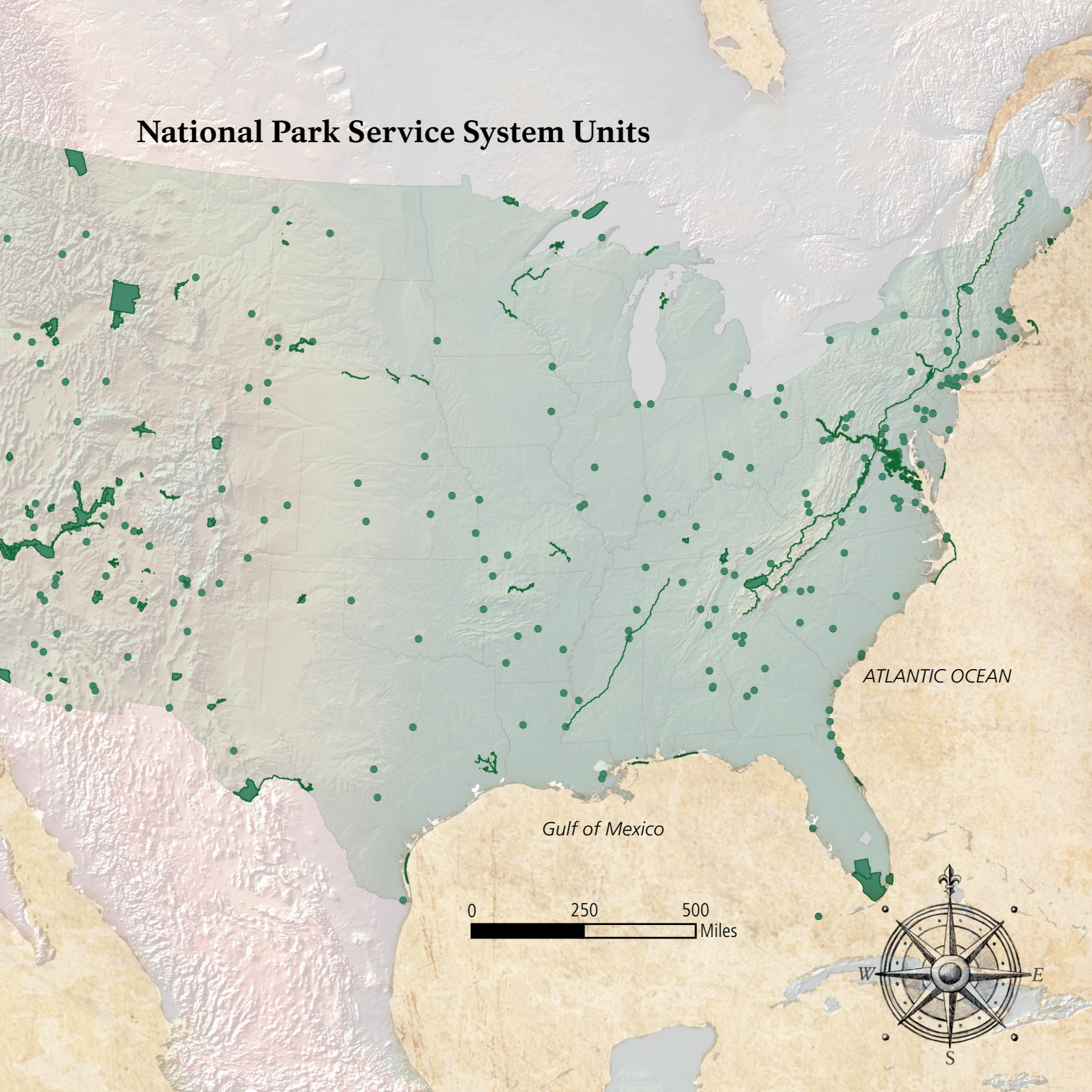


Total Designation Types for the
413 System Units

11	national battlefield
04	national battlefield park
01	national battlefield site
09	national military park
50	national historical park
78	national historic site
01	international historic site
04	national lakeshore
30	national memorial
84	national monument
59	national park
04	national parkway
19	national preserve
02	national reserve
18	national recreation area
05	national river
10	national wild and scenic rivers and riverways
03	national scenic trail
10	national seashore
11	other designations



National Park Service System Units



Background of the System Plan

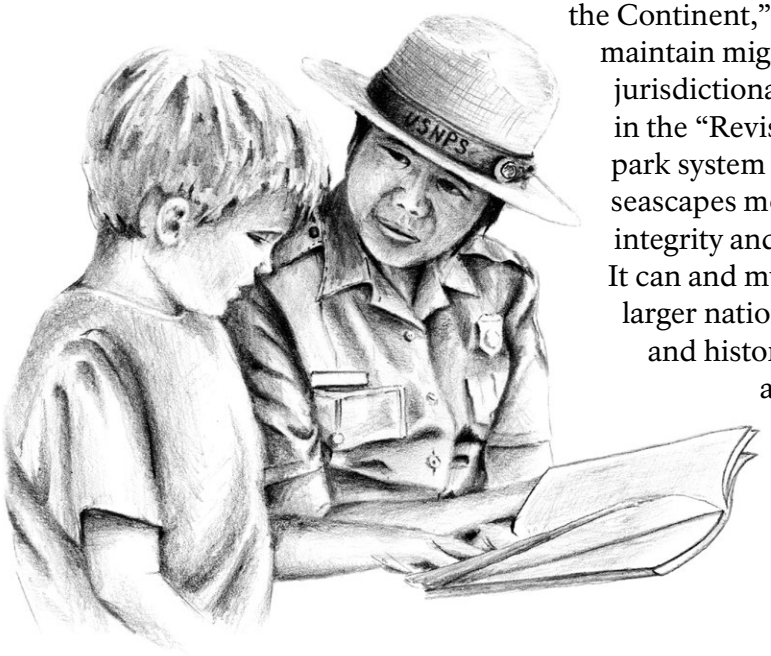
The last National Park Service System Plan was written by the NPS in 1972. That plan provided an analysis of the state of the national park system at that time, and identified thematic gaps. In 1990, the NPS updated the thematic framework for natural resources, which was intended to be used to evaluate the significance of these resources for potential addition to the national park system. In 1992, the NPS 75th Anniversary Symposium in Vail, Colorado, led to the "National Parks for the 21st Century: The Vail Agenda," a report that provided direction for charting the future course of the NPS. The first recommendation outlined in the report was to "revise the 'National Park Service System Plan' using previous studies as a starting point." Then in 1994, the NPS developed a new thematic framework for cultural resources, which was intended to be used to evaluate the significance of these resources for potential addition to the national park system. In 1999, NPS Director Robert Stanton charged the National Park System Advisory Board with the task of taking a long-range scholarly look at the future of the NPS and the national park system by preparing a report with its findings and recommendations. The board's 2001 "Rethinking the National Parks for the 21st Century," reexamined the relationship between the nation's social, cultural, and political environment and made recommendations for the NPS to effectively serve a growing American public.

In 2008, the nonprofit National Parks Conservation Association convened an independent commission, the National Parks Second Century Commission, and charged it with developing a 21st century vision for the NPS, and for the collection of unique places it holds in trust for the American people. The commission consisted of a diverse group of nearly 30 national leaders and experts. The Commission released its findings in a report on September 24, 2009.That report, "Advancing the National Park Idea," suggested the development of a system plan for the future of the NPS. In 2010, NPS Director Jonathan Jarvis asked the National Park System Advisory Board to support actions and priorities for strengthening NPS work in stewardship, education, relevancy, and the NPS workforce. Members of the National Park System Advisory Board formed a committee to offer guidance for developing a new system plan as one of 10 tasks in this effort.

In 2011, the NPS issued its strategic plan for the next century titled "A Call to Action—Preparing for a Second Century of Stewardship and Engagement" to unite NPS employees and partners toward a shared vision of the future of the NPS. Action #1 addressed the need for a National Park System Plan:

> **Fill in the Blanks** – Identify a national system of parks and protected sites (rivers, heritage areas, trails, and landmarks) that fully represents the nation's natural resources and cultural experience. To achieve this we will work with communities and partners to submit to Congress a comprehensive National Park System Plan that delineates the ecological regions, cultural themes, and stories of diverse communities that are not currently protected and interpreted.

In 2012, the National Park System Advisory Board issued a report titled "Revisiting Leopold: Resource Stewardship in the National Parks." That report emphasized the importance of landscape connectivity and local, regional, and international collaboration: "Confronted with continuous and dynamic change and the goal of preserving ecological integrity, NPS management strategies must be expanded to encompass a geographic scope beyond park boundaries to larger landscapes and to consider longer time horizons. Specific tactics include improving the representation of unique ecosystem types with the national park system, prioritizing the protection of habitats that may serve as climate refugia (or refuges), ensuring the maintenance of critical migration and dispersal corridors, and strengthening the resilience of park ecosystems." For example, protecting the complex array of sensitive resources and ecosystems in the "Crown of the Continent" (Alberta, British Columbia, and Montana) is only possible through collaboration at the large landscape scale of the Waterton-Glacier International Peace Park. Wildlife today move freely through the "Crown of the Continent," thanks to collaborative efforts to maintain migration corridors, despite numerous jurisdictional boundaries. As also emphasized in the "Revisiting Leopold" report, the national park system contains many of the land and seascapes most capable of sustaining ecological integrity and cultural and historical authenticity. It can and must be both core and essential to a larger national vision, with the national parks and historic sites serving as permanent anchors of conservation in a continuum of uses.



The National Park System Advisory Board published a planning committee report in November 2012, titled "Planning for a Future National Park System," detailing their findings and guidance for developing a new system plan. The report included a summary of major recommendations that informed the development of this System Plan.

In 2013, the National Park System Advisory Board published "Engaging Independent Perspectives for a 21st-Century National Park System" to summarize their progress toward advancing the director's priority objectives. Soon after, the NPS responded to the call for a comprehensive system plan.

In July 2013, a steering committee composed of 12 members representing each NPS region and several Washington Office programs formed to develop a National Park Service System Plan, with support from the Denver Service Center Planning Division. The steering committee members and Denver Service Center staff conducted internal scoping from October 2013 through January 2014. Face-to-face meetings and teleconference sessions comprised the 24 scoping sessions held across the country, in all NPS regions. More than 700 people participated in these discussions. Five hundred staff provided 428 comments and represented a wide cross-section of the NPS, including staff from parks, regions, and the Washington Office, with superintendents, program managers and specialists, rangers, and other field staff participating. These comments provided invaluable insight and advice to the steering committee and were integral in the development of this plan.

Planning for the Future

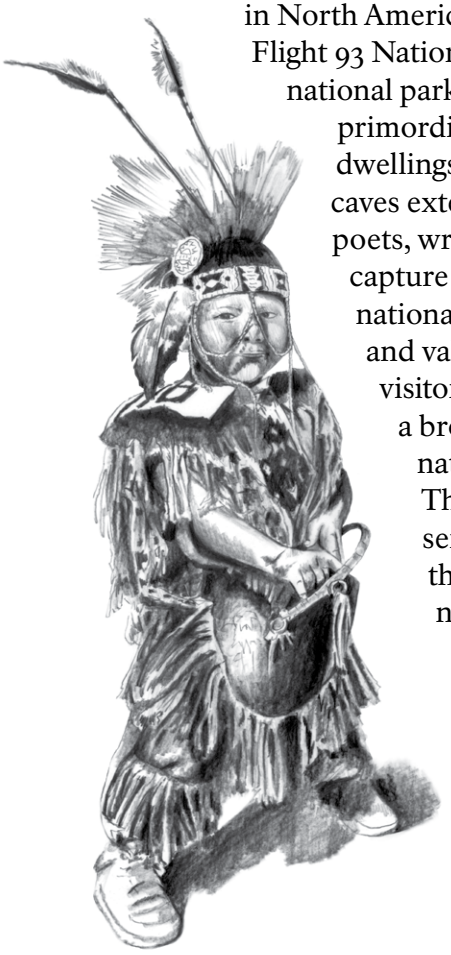
Charting the future course for the national park system and ensuring that the NPS continues to protect and maintain the natural and cultural treasures of the United States long into the future requires a firm understanding of where the system fits within the broader spectrum of protected lands and places. A key component of the System Plan is to proactively identify and define the NPS role within that spectrum.

In this document, chapter 2 provides an overview of how the national park system has evolved as well as the role the NPS plays in local, state, regional, national, and international contexts. Chapter 3 identifies the gaps and missing links in the national park system for which opportunities for future preservation, conservation, or interpretation exist. Chapter 4 sets forth recommendations for achieving an interconnected and inclusive future national park system.

As the NPS looks forward to its next 100 years, it recognizes that working with others will be the key to successfully establishing a collaborative conservation system. This plan presents a conceptual framework for how the NPS will work with communities, partners, concessioners, and travel industry interests. The plan also is intended to serve as a catalyst for meeting shared purposes and goals in the stewardship of nationally important resources and the enjoyment of future generations. With this plan, the NPS can strive for a national park system that fully reflects the people of our past, present, and future while safeguarding the nation's most treasured places.

The System & The Service Today

Two



The tapestry of the national park system spans the nation from Denali, the highest peak in North America in Denali National Park and Preserve, to the lowest point in the Western Hemisphere in Death Valley National Park. It represents collective US history that extends from the oldest documented human remains in North America to solemn landscapes of the recent past such as the Flight 93 National Memorial in Pennsylvania. Woven in the fabric of the national park system are opportunities for visitors to experience the primordial forces of active volcanoes; walk through ancient cliff dwellings and pueblos of American Indians; explore networks of caves extending deep inside the earth; visit homes of presidents, poets, writers, and civil rights activists; examine ancient fossils that capture more than 500 million years of history; or hike along a national scenic trail. In addition to protecting these resources and values, the NPS has an equally important role in providing visitors outstanding recreational opportunities and facilitating a broad public understanding and appreciation of the unique natural and cultural history of this country and its people. The NPS protects places where Americans can engage their sense of what it means to be an American by examining the nation's evolving definitions of freedom, liberty, and national identity. These places include more than 27,000 historic structures, 3,500 historic statues and monuments, an estimated 2 million archeological sites, and more than 123 million museum items.

This chapter revisits the history of how the NPS developed into a multifaceted agency that protects this mosaic of nationally important places and stories. It briefly outlines the roles and responsibilities that the NPS assumes today to protect its park units as well as areas beyond park boundaries. It explains how the national park *system* and the National Park *Service* are integrated but not synonymous. The most important points of this chapter are that the national park system is much larger and more diverse than most people realize; an overarching vision did not always guide the growth of the national park system; the activities of the NPS extend well beyond the "system" itself; and although the NPS has done much to protect the nation's natural and cultural resources and provide for the enjoyment of these resources, there may be additional nationally significant resources the bureau can protect in achieving its ongoing mission.

The Beginning of the National Park System

Three common themes are present throughout the history of the national park system: passionate citizen-advocates, a desire to preserve a place, and the reality that the establishment of a national park is an early chapter in a long history of stewardship. These themes are illustrated in the story of Yellowstone, the first national park, established in 1872.

Attention was first drawn to the Yellowstone area by members of the Folsom, Washburn, and Hayden expeditions in 1869–1871 when they published their findings about the area's magnificent geysers, wildlife, mountains, and lakes. Some members of the expeditions suggested that the area be set aside for public use rather than transferred to private control. A number of passionate citizen-advocates rallied around the park idea (NPS 1991). This notion of preserving a place for qualities such as scenery and aesthetics was relatively new in the United States. It signaled an increased willingness to forego extractive use of the land—logging, mining, hunting—and to instead appreciate its intrinsic value and its value as a public destination. Concessioners played a key role in developing access to the early parks by providing transportation, supplies, and services. Park advocates rallied support from a variety of interest groups and pushed their elected officials to take action.

The bill to establish Yellowstone National Park soon passed Congress and President Ulysses S. Grant signed it into law on March 1, 1872. The establishment of the park did not mean that the work was done; instead, there were serious challenges regarding the stewardship of Yellowstone. For instance, at first, there was no one agency or organization directly assigned to care for the park and hence, poaching and vandalism were problematic. Other difficulties arose when visitors began to arrive,

which in turn led to complex issues concerning park access, facilities, and services. Over time, Yellowstone adapted to these demands by developing an approach to park management that allowed a variety of visitor experiences while seeking to balance resource enjoyment with stewardship.

As Yellowstone gained global recognition, it attracted more people, both Americans and international visitors. The park adapted to changing visitation patterns spurred by the invention of the automobile and, later, the surge of auto tourism following World War II. It responded by adding new types of park infrastructure and architecture, including the NPS visitor center. At the same time, the park gained the support of a network of volunteers, friends groups, neighboring public land agencies, and other organizations and individuals interested in helping the NPS care for the park and its resources. Today, these partners provide important support for education, sustainability initiatives, management solutions, and park research at Yellowstone and beyond.

Yellowstone was the first national park but the key themes in the story of its creation are not unique. In fact, the stories behind the creation of each park unit are often very similar: passionate citizen-advocates who desire to see such places protected in perpetuity identify a site of a nationally significant historic event or an inspiring and ecologically valuable landscape or a place with spectacular outdoor recreation opportunities. They engage in long, hard-fought campaigns to urge Congress or the President to create a national park. When they succeed, a new chapter begins—the challenge of taking care of it.

The Park System Today

Today, the national park system is composed of 413 park units managed by the NPS in accordance with the Organic Act of 1916. These units offer the American people a chance to explore nature and history, relax, and recreate. Collectively, the units protect more than 84 million acres across the United States and its territories. Units are typically established through legislation enacted by Congress or by presidential proclamation.

Several key points are important for understanding the national park system as a whole. First, the system is a collection of individual park units that represent different aspects of US natural, cultural, and recreation history. This system is part of a much larger network of public lands that include national forests, wildlife refuges, and other public lands. Second, becoming a unit of the system has legal, regulatory, policy, and budgetary implications. Legally, a park unit must be managed according to the Organic Act of 1916, other pertinent statutes, and NPS administrative policies as outlined in NPS *Management Policies 2006*. The NPS provides facilities and services for visitor enjoyment, while also protecting the park's resources to ensure they can be enjoyed by future generations. In terms of funding, units receive a portion of the federal appropriation for the NPS, an annual budget that supports management, visitor use, and preservation-related activities. New units may create additional long-term financial obligations to the federal budget.

The NPS manages the national park system, and also has management responsibilities for NPS programs and some related areas. The mission of the NPS is to preserve, unimpaired, the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The NPS is also responsible for managing an array of national and international programs designed to help extend the benefits of natural and cultural resource conservation

and outdoor recreation throughout the United States and the world. Some of these programs are required by law (i.e., management of the National Historic Landmarks Program, established by the 1935 Historic Sites Act), while others are entered into under the discretion of the NPS. This includes administration and oversight of a broad range of partnership, community, cultural, heritage, and conservation assistance programs beyond the NPS system of units. (NPS activities outside the national park system are described in more detail in the section titled The National Park Service—Beyond the System of Units, later in this chapter.)

The NPS does not manage the national park system without assistance. Throughout the history of the NPS, other organizations, government agencies, and nonprofit organizations have been important in meeting the NPS mission. These partnerships enable the NPS to achieve conservation goals and objectives that might not be attainable by the bureau acting alone. The NPS works with partners on a full range of activities. This includes interpretation, education, facility development and maintenance, research, and administration. Partnerships may work to build capacity to prevent habitat fragmentation, preserve corridors, protect watershed resources, and promote the landscape connectivity necessary to allow wildlife to adjust to shifts in habitats and range and adapt to climate change. In some places, the NPS depends on partners to fulfill these needs; in other places, the NPS provides critical support to partners for fulfillment of their conservation goals. In many areas of the country, there are NPS-administered lands that are geographically and ecologically related to nearby lands owned or administered by other federal, state, county, municipal, or nonprofit agencies and organizations. While these various units may have different missions, jurisdictions, ownership patterns, and uses, the overall contiguous nature of units creates a much greater ecological whole than the sum of their individual parts.

Successful partnerships exist at many national park units and NPS-sponsored programs where the NPS is just one part of a much larger team effort. More than 200 nonprofit park friends groups contribute time and expertise to national parks across the country. The National Park Foundation, chartered by Congress, raises funds, creates partnerships, distributes grants, and increases public awareness about the national park system and the NPS, while 72 cooperating associations enhance park educational and interpretive experiences (NPS 2016). All of these partners together contribute over $150 million annually to the national park system (NPS Advisory Board 2014).

Individual volunteers, community organizations, and local and state agencies play a critical role in park stewardship as well, especially in parks that cross numerous geopolitical boundaries such as national recreation areas, scenic trails, and wild and scenic rivers. In 2015 more than 400,000 volunteers assisted park sites, programs, and offices, equaling more than 18 volunteers for each of the 22,000 permanent, temporary, and seasonal NPS employees (NPS 2016).

MISSION STATEMENTS FROM KEY FEDERAL PARTNERS

Each of the federal agencies listed below plays an important role in managing US natural, cultural, and outdoor recreation resources for future generations. The National Park Service currently works with the following federal agencies, among others, to meet its mission.

Department of the Interior - Bureau of Land Management
It is the mission of the Bureau of Land Management to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.

Department of the Interior - US Fish and Wildlife Service
The mission of the US Fish and Wildlife Service is working with others to conserve, protect, and enhance fish, wildlife, plants, and their habitats for the continuing benefit of the American people.

Department of Agriculture - US Forest Service
The mission of the USDA Forest Service is to sustain the health, diversity, and productivity of the nation's forests and grasslands to meet the needs of present and future generations.

Department of Commerce - National Oceanic and Atmospheric Administration
The mission of the National Oceanic and Atmospheric Administration is to understand and predict changes in climate, weather, oceans, and coasts; to share that knowledge and information with others; and to conserve and manage coastal and marine ecosystems and resources.

Department of Defense - US Army Corps of Engineers
The mission of the US Army Corps of Engineers is to deliver vital public and military engineering services; partnering in peace and war to strengthen our nation's security, energize the economy, and reduce risks from disasters.

Spectrum of Park Unit Management

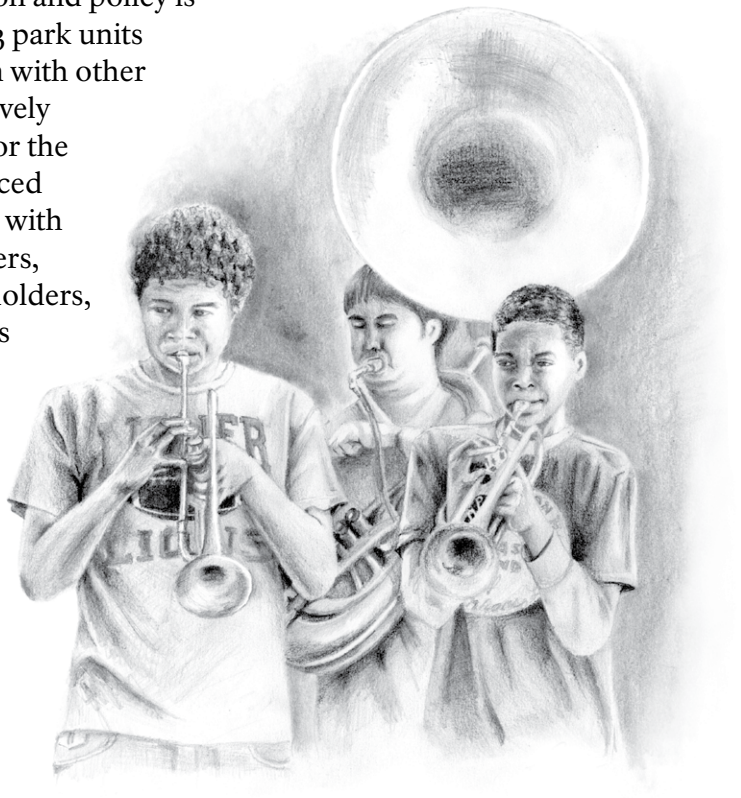
Park units in the system are managed across a broad continuum of management structures. In some instances, the NPS manages a defined property with fixed boundaries. In most of these cases, land ownership patterns within the boundary are relatively simple and the NPS is the sole entity with management responsibility. This type of ownership provides the most extensive involvement of the NPS as a land manager.

The NPS also cooperatively manages some park units as one agency within a larger network of entities that own land and have management responsibility. For example, private landowners, nonprofits, as well as local and state governments, may all have a direct role in the stewardship of a park. In some cases, the NPS is not the largest landowner within the park.

These cooperative management scenarios require a high degree of interdependence among managing organizations and an extensive need for collaborative solutions to management challenges. Complex land ownership patterns are common in such parks. At the Santa Monica Mountains National Recreation Area, California, the NPS shares management responsibilities of a mosaic of public and private lands across 153,000 acres extending from the western edge of Los Angeles, California.

The national park system also includes parks where the NPS does not own or directly manage real property. In such cases, NPS activities are primarily focused on interpretive programming, planning and coordination rather than infrastructure and resources. A park may lease property from other organizations for the purposes of visitor facilities. At New Orleans Jazz National Historical Park, park staff use a variety of leased performance and recording sites throughout the city of New Orleans, Louisiana.

Across this wide spectrum of NPS park management and land ownership patterns, the NPS management philosophy under the Organic Act and other NPS legislation and policy is the same. NPS staff and leaders in all 413 park units are increasingly focused on consultation with other land managers to identify and cooperatively work toward achieving common goals for the overall landscape. Great emphasis is placed on establishing productive relationships with communities and neighboring landowners, creating shared objectives among stakeholders, and engaging in complementary projects and initiatives. This paradigm encourages park managers to see themselves as one integrated piece of a larger community, ecosystem, or cultural landscape.



Park Unit Nomenclature Today

Every unit of the national park system is managed under a unified agency framework according to the same NPS-wide laws and policies. In fact, the NPS refers to each of the 413 units in the system by the shorthand "park," or "unit." However, there is great variation in the official title of each unit. One common misconception is that the national park system consists solely of beautiful natural landscapes in the western United States with the title "national park." In fact, there are 28 different types of parks in the system, and parks are present in every state in the United States. Only 14% of NPS units actually bear the title *national park*. Other titles for park units include historic sites, national monuments, battlefields, preserves, recreation areas, seashores, and parkways.

The 28 different park unit titles can reflect the laws and authorities used to create each place and sometimes the unique cultural and political circumstances in which they were designated. The park unit titles may also reflect differences in geographic size, type of resources, and allowed uses. Because of this range of factors, the overall trend has been an increase in the total number of titles used within the national park system. This proliferation of names causes confusion for citizens, who do not always understand that the NPS cares for sites with titles other than national park.

Listed below are the current titles for the 413 parks in the system, and the corresponding number of units (NPS 2016):

11	national battlefield	04	national parkway
04	national battlefield park	19	national preserve
01	national battlefield site	02	national reserve
09	national military park	18	national recreation area
50	national historical park	05	national river
78	national historic site	10	national wild and scenic rivers and riverways
01	international historic site		
04	national lakeshore	03	national scenic trail
30	national memorial	10	national seashore
84	national monument	11	other designations
59	national park		

See appendix A for the complete list of the different types of units in the national park system.

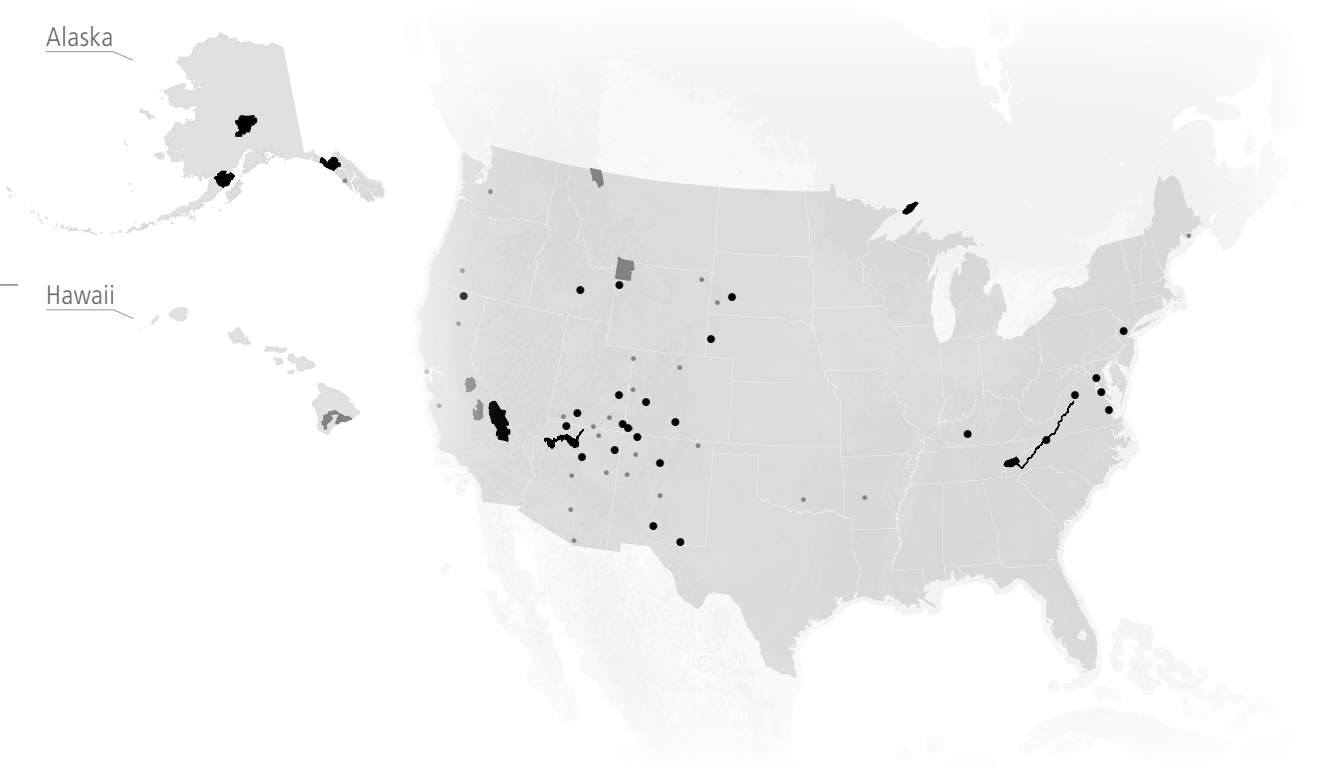
The Evolution of the National Park System[1]

Since the establishment of the first parks, the national park system has expanded considerably, progressing through several periods of major growth. A brief review of this evolution, much of it excerpted from the more detailed discussion in "Shaping the System" (NPS 2005), sheds light on how the current system came to be.

Prior to the establishment of the NPS, Congress and presidents established a number of national parks, national monuments, and other reservations that would later become part of the national park system. By August 1916 the Department of the Interior oversaw 12 national parks, 19 national monuments, and the Hot Springs and Casa Grande Ruin reservations. This collection of areas was not a true park system, however, for it lacked systematic management.

1 Citation for statistics throughout the Evolution of the National Park System section: irma.nps.gov/Stats/

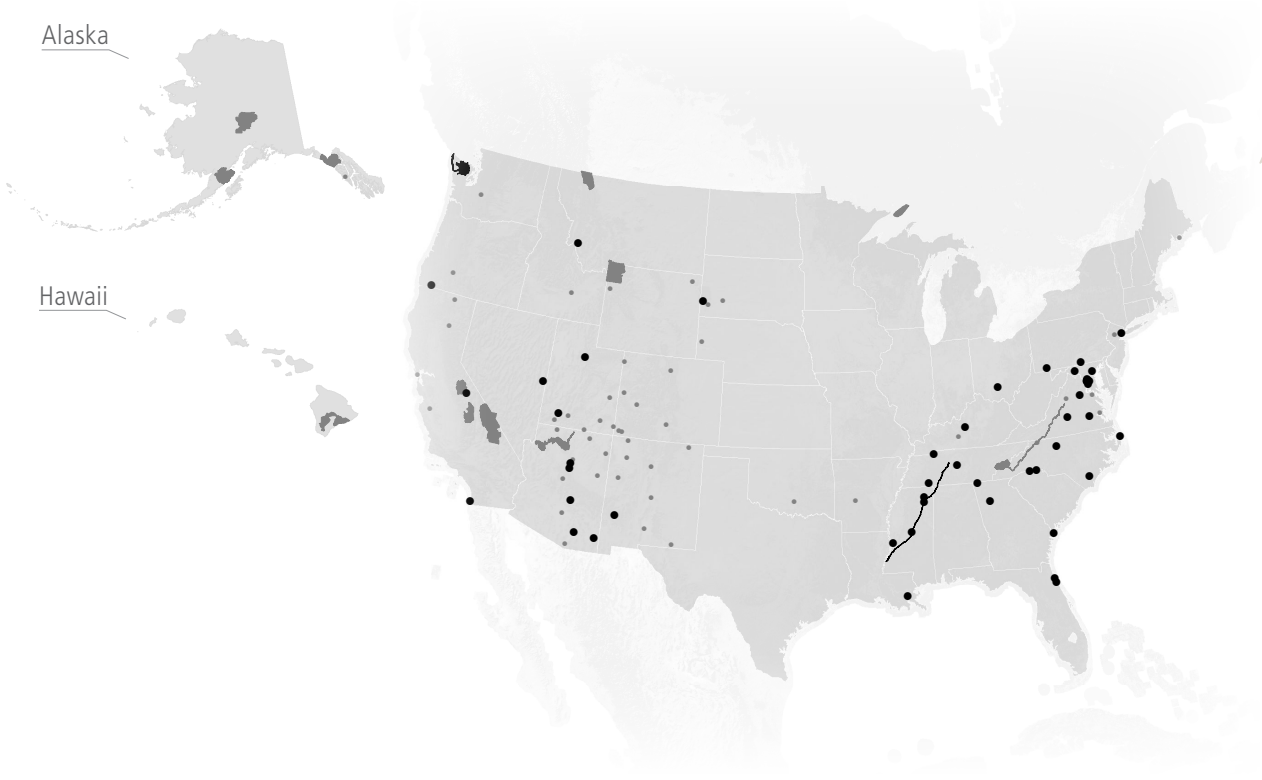
Unit Establishment
Beginning–1916
33 new units
Alaska
Hawaii



Unit Establishment
1917–June 1933

- 35 new units
- 33 previous units

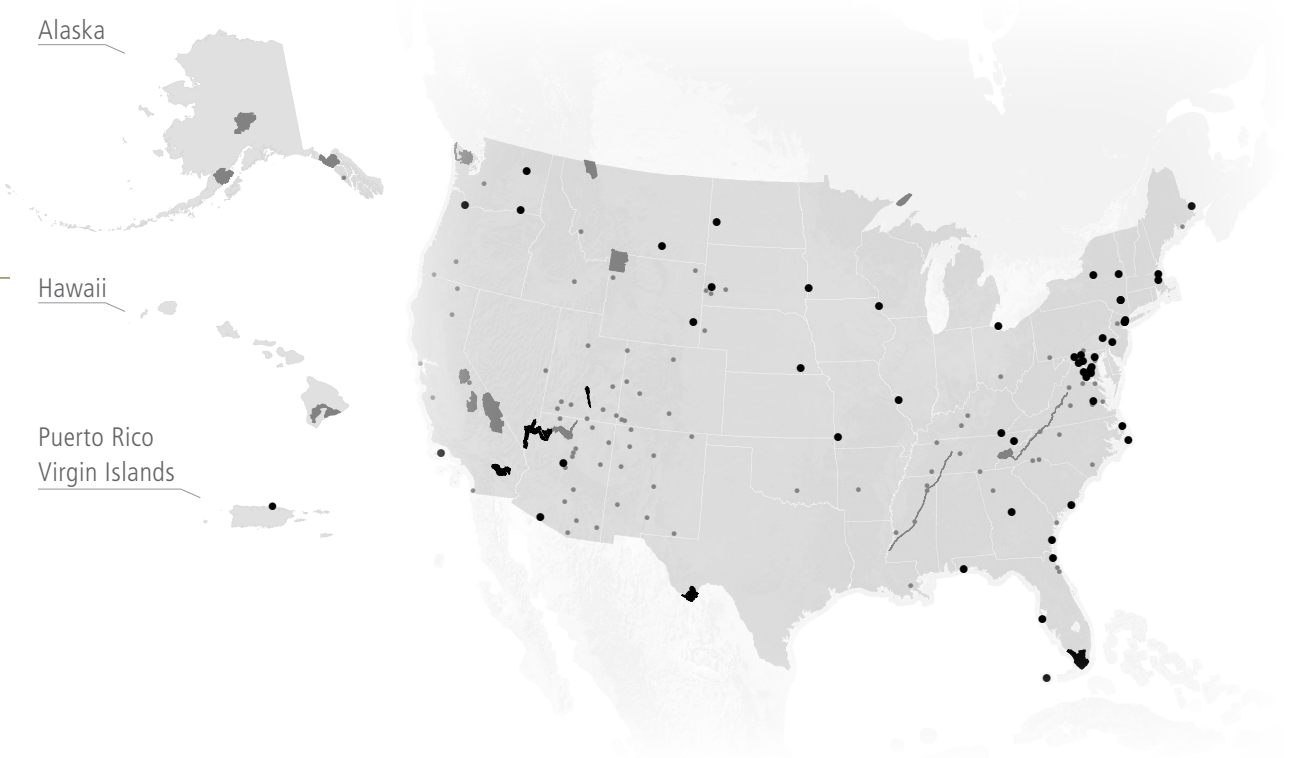
In 1916, the NPS was created and the agency assumed management responsibility for the existing system. The NPS gradually built up capacity and expertise in park management and worked to promote the parks to the American public.



The system grew dramatically two decades later in 1933 when President Franklin Roosevelt issued a reorganization order that brought the parks and monuments that had been administered by the War Department, the national monuments that had been administered by the US Forest Service, and the National Capital Parks all under the administration of the NPS. This reorganization order expanded the system to 121 units, and shifted the composition of the system such that it was no longer primarily a collection of western landscapes. US military sites, cemeteries, and other historic sites now represented a substantial portion of the national park system.

August 1933
Reorganization

- 53 new units
- 68 previous units



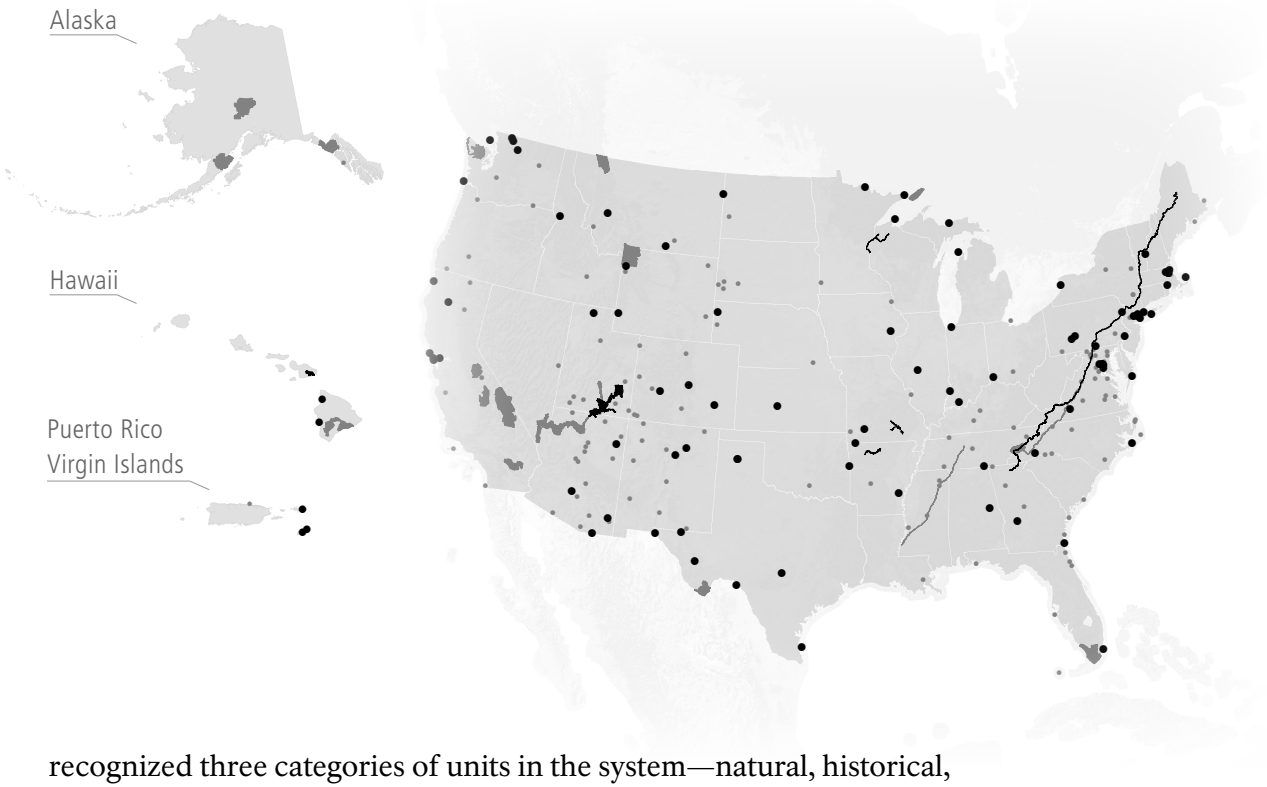
Unit Establishment
1934–1951

● 55 new units

● 121 previous units

In the years that followed, the Civilian Conservation Corps (CCC) and the Works Progress Administration (WPA) built a significant amount of infrastructure and completed many conservation projects in parks. The system also continued to grow during this time. From the reorganization to 1951, 55 of today's units were added to the rolls. Forty-one of them were historical areas, increasing the numerical majority attained by this category in the reorganization. Nine were predominantly natural in character, and five would be classified as recreational.

With NPS facilities becoming overwhelmed by surging visitation, in 1956 the NPS launched Mission 66, a 10-year program to upgrade facilities, staffing, and resource management throughout the system by the 50th anniversary of the NPS in 1966. In 1964, the NPS instituted a new organizational framework for the national park system that



recognized three categories of units in the system—natural, historical, and recreational. For the first time, recreation areas became a legitimate portion of the system.

In 1970, Congress enacted the General Authorities Act, which for the first time legally defined NPS-administered areas as a single "National Park System." The three-category system begun in 1964 was causing problems by the mid-1970s, because it inadequately recognized the diversity of many if not most parks. The NPS responded in 1975 by replacing its separate natural, historical, and recreational area policy manuals with a single management policy compilation addressing the range of characteristics each park possessed. With this advance in planning and management sophistication, the assignment of each park to a single management category was no longer appropriate, and in 1977 NPS officially abolished the area categories.

Unit Establishment
1952–1973

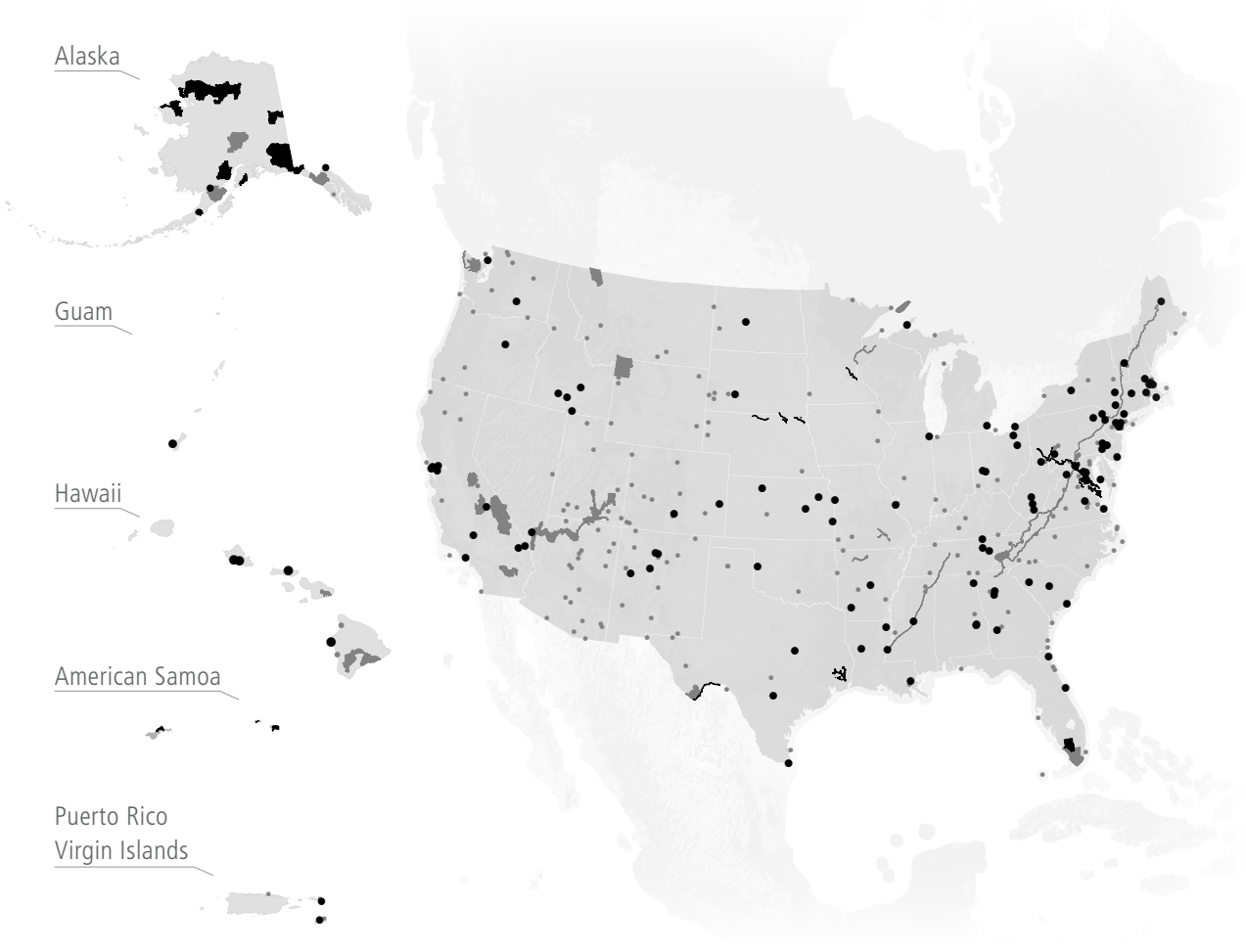
● 98 new units

● 176 previous units

Meanwhile, the system continued to undergo large-scale expansion in response to increased support for environmental protection and growing demand for close-to-home recreation in major urban centers. One-hundred-thirty-nine new parks were created from 1974 through 2016. This number does not tell the full story, for as a result of huge additions in Alaska in 1978 and 1980, the system's total land area more than doubled.

New units reflecting a variety of localities, ecosystems, and stories were regularly added throughout the 1990s and into the 21st century. Today, 413 units are present in all 50 states plus Washington, DC; US Virgin Islands; Puerto Rico; Guam; American Samoa; and Saipan. The national park system continues to grow and will likely continue to expand for the foreseeable future.

The creation and expansion of the system ultimately comes down to one simple truth—people have powerful emotional reactions to certain events and places. They are inspired by the valor of soldiers under enemy fire; they find personal strength from the courage of a civil rights leader; they are awed by the silent song of the stars over a desert canyon; they commemorate dark times in American history, or they want to paddle quietly down a river after a long day in a bustling city. These are some of the emotions that spurred citizen-advocates in the past to rally around ideas for parks; the advocates then expressed their passion through the political arena; and ultimately, the nations' elected officials took action and new parks were born.


Alaska
Guam
Hawaii
American Samoa
Puerto Rico
Virgin Islands
Unit Establishment
1974-Present
139 new units
274 previous units

Evaluation and Designation of National Park System Units

Special places can become park units through two different processes. Usually, a new unit of the national park system is established by an act of Congress, though in some cases, the President can designate a unit (national monuments) under the Antiquities Act if the lands are in federal ownership or control. Often, the early momentum for a new national park unit starts with individuals and local grassroots groups promoting areas they support. These individuals and groups enlist the support of the local public, stakeholders, and their congressional representatives. In 1976, Congress directed the NPS to provide a list of potential new units and in 1980 Congress directed the NPS to prepare a system plan. This direction was withdrawn in 1998 and replaced with a mandate only to provide Congress with a prioritized list of potential candidates for study each year. Potential new units are also identified in the Department of the Interior's annual legislative program.

There are two administrative processes that the NPS employs to evaluate proposed new units to the system:

1. *Reconnaissance surveys*, which include preliminary resource assessments, determine the likelihood of an area meeting established criteria for potential inclusion in the national park system. Reconnaissance surveys conclude with a recommendation for whether or not a special resource study is warranted.

2. *Special resource studies*, used to evaluate potential new units of the national park system. Special resource studies are transmitted to Congress with a determination of whether the study area meets the criteria for inclusion in the national park system.

After completion of a special resource study with a positive finding, NPS presents the study finding to Congress, which may designate a unit by passing a law, termed the "enabling legislation" for that unit. Congress may also choose to designate a unit when a special resource study has produced a negative finding. This legislation typically describes the reasons for inclusion in the system, the location, management, and other legal mandates that sometimes accompany the designation, such as partnerships, and particular allowed uses (e.g., hunting, livestock grazing, or utility easements). The enabling legislation can include documentation of the long-term goal of Congress for the unit. The enabling legislation may also reflect the values brought forth by grassroots efforts that prompted Congress to act in the first place.

These administrative evaluation processes—reconnaissance surveys and special resource studies—are already well-established tools to help Congress make informed decisions about additions to the national park system. Substantial changes to the processes are not warranted or needed. However, some aspects of these processes can be better employed by the NPS, Congress, the public, and stakeholders to ensure the continued success of a future national park system. These are outlined in chapter 4. In addition to the process-related ideas contained in this chapter, the designation of a new unit should reflect the themes described in chapter 3 that may warrant inclusion or expanded representation in the national park system.

Reconnaissance Surveys

Reconnaissance surveys are preliminary resource assessments that the NPS uses to determine whether a special resource study is warranted. In some, but not all cases, reconnaissance surveys precede a special resource study. A single member of Congress may request a reconnaissance survey, or the NPS may initiate the study. The number of reconnaissance surveys has risen in the past few decades because Congress views them as an economical and efficient way to assess the likelihood of a resource meeting the criteria for designation. NPS staff uses the same criteria as in special resource studies (see next page) to determine whether there is potential for a resource to be added to the national park system.

No public meetings are required as part of a reconnaissance survey, and the surveys are not subject to National Environmental Policy Act of 1969 (NEPA) compliance because they do not make a final determination or decision. Usually, surveys take less than one year to complete. If the NPS survey team finds that any one of the criteria for a special resource study is unlikely to be met with further study, then the reconnaissance survey recommends that no further action be taken to authorize a special resource study or designate the resource as a unit of the national park system. If the survey team finds the resource would likely meet the criteria in a special resource study, then the reconnaissance survey recommends the resource be evaluated in a special resource study.

Special Resource Studies

Congress requires reliable information about the quality of resources in the area under consideration before passing legislation to create a new unit. The NPS collects this information and reports its findings to Congress through special resource studies, which are grounded in public law (PL 91-383, sections 1216 and 1217 of PL 101-628, and PL 105-391).

Special resource studies are undertaken only when authorized by Congress. Funding comes from the planning program. Priorities for studies are established chronologically, based on the date of congressional legislation authorizing the study, with study funds allocated as funds become available. Each study is completed in compliance with NEPA, and includes public involvement and appropriate consultation with other agencies. The studies are conducted by the professional staff of the NPS.

NPS *Management Policies 2006*, section 1.3, "Criteria for Inclusion," stipulates that in order to qualify as a new unit of the national park system the resource being studied must:

1. possess nationally significant natural or cultural resources
2. be a suitable addition to the system
3. be a feasible addition to the system
4. require direct NPS management instead of protection by other public agencies or the private sector

These criteria are designed to ensure that the national park system includes only outstanding examples of the nation's natural and cultural resources. Positive findings must be made for all four criteria in order for the NPS to propose an area for inclusion in the national park system.

Evaluation of national significance is an important step on which subsequent stages of the process depend. NPS *Management Policies 2006*, section 1.3.1, "National Significance," directs that potential new units to the national park system must possess significance at the national level. An area is considered nationally significant if it meets all of the following criteria:

- It is an outstanding example of a particular type of resource.
- It possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage.
- It offers superlative opportunities for public enjoyment or for scientific study.
- It retains a high degree of integrity as a true, accurate, and relatively unspoiled or restorable example of a resource.

Historic properties considered for inclusion in the national park system must be evaluated according to national historic landmark criteria contained in 36 *Code of Federal Regulations* (CFR) Part 65.

If a special resource study results in a positive finding, it is sent to the NPS director for approval and then to the Secretary of the Interior. The Secretary then transmits the study to Congress with his/her recommendation for what, if any, legislative action should be taken. Congress may then deliberate and decide whether the area will be added into the national park system. If a special resource study results in a negative finding, the process is considered complete with the finalization of the document. The negative finding is transmitted to Congress, but with a recommendation to not create a new unit. Congress does not necessarily vote on recommendations immediately and many changes can occur to resources between the transmission of a recommendation and congressional deliberation.

The National Park Service – Beyond the System of Units

The outreach of the NPS extends well beyond its unit boundaries to other related areas including affiliated areas, national heritage areas, national trails, and national wild and scenic rivers. These areas are not all units of the national park system, yet they preserve important segments of the nation's heritage beyond what the NPS manages.

Another important role of the NPS is as a cooperator and partner for promoting and supporting natural and cultural resource conservation and outdoor recreation throughout the nation via many programs administered by the park service. These programs offer a number of grants, financial incentives, technical assistance, and recognition to support citizens and communities as they engage in conservation, preservation, and recreation projects. Support is designed to initiate and propel local and regional efforts. Efforts are not confined to areas in or near park units. Many assistance programs are a result of specific legislative acts. These programs and associated activities accomplish similar objectives as the designation of units in the park system—namely, supporting the preservation of nationally significant places and stories and providing outstanding recreation opportunities for all visitors.

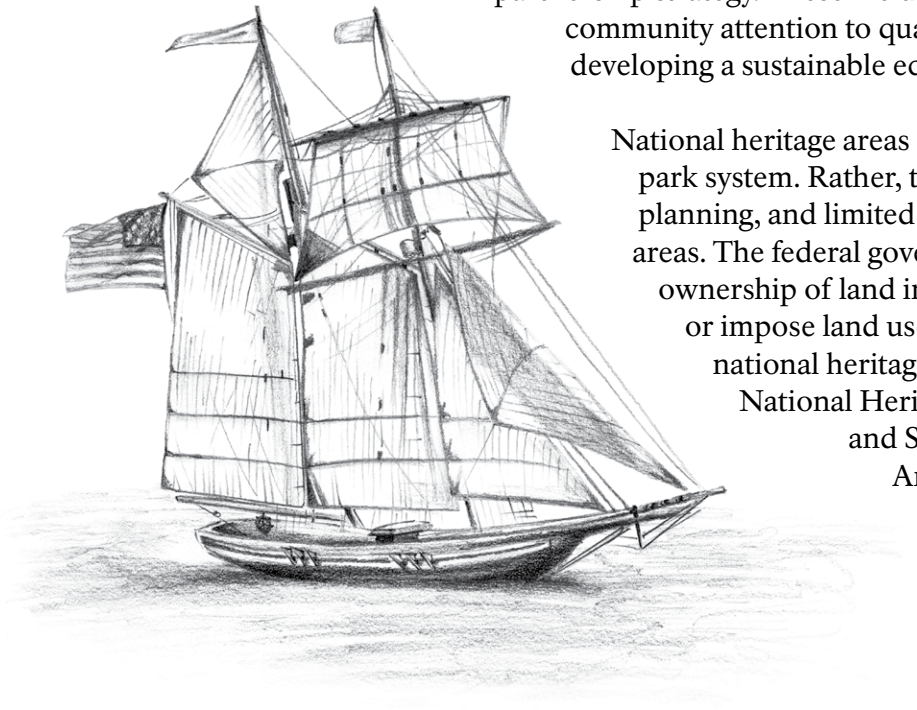
More detailed descriptions of related areas and programs follow. For a full list of all related areas, see appendix A.

Affiliated Areas

Affiliated areas are a select group of nationally significant areas. They are neither federally owned nor directly administered by the NPS, but use NPS assistance. Legally, they are not units of the national park system. Affiliated areas comprise a variety of locations in the United States and Canada that preserve significant properties outside the national park system. There are 25 officially designated affiliated areas (NPS 2016). Some of these have been recognized by acts of Congress, and some others have been designated national historic sites by the Secretary of the Interior under authority of the Historic Sites Act of 1935. Examples of affiliated areas include the Pineland National Reserve in New Jersey, Jamestown National Historic Site in Virginia, and Ice Age National Scientific Reserve in Wisconsin. Although the US government does not own, nor does the NPS manage, these affiliated areas, they draw on technical and/or limited financial aid from the NPS.

National Heritage Areas

Congress designates national heritage areas as places where natural, cultural, and historic resources combine to form a cohesive, nationally important landscape. Each national heritage area is designed by Congress under its own individual enabling legislation. There are 49 national heritage areas across the country (NPS 2016). Through a grassroots, community-driven approach to heritage conservation and economic development, national heritage areas further the mission of the NPS by fostering community stewardship at a large landscape scale. The areas are the management responsibility of federal commissions, nonprofit groups, universities, state agencies, or municipal authorities. This cooperative approach allows national heritage areas to achieve both conservation and economic growth in ways that do not compromise local land use controls. Participating areas realize significant benefits from this partnership strategy. These include resource conservation, community attention to quality of life issues, and help in developing a sustainable economy.



National heritage areas are not part of the national park system. Rather, the NPS provides technical, planning, and limited financial assistance to these areas. The federal government does not assume ownership of land inside national heritage areas or impose land use controls. Examples of national heritage areas include Rivers of Steel National Heritage Area in Pennsylvania and South Park National Heritage Area in Colorado.

National Trails System

The National Trails System Act of 1968, as amended, calls for establishing trails in both urban and rural settings for people of all ages, interests, skills, and physical abilities. The act promotes the enjoyment and appreciation of trails while encouraging greater public access. It establishes five classes of trails: national scenic trails, national historic trails, national recreation trails, national water trails, and side and connecting trails. National trails are considered part of the system but NPS generally does not treat them as separate "units" of the system unless specifically legislated as such. Of the 30 federally administrated national scenic and historic trails, the NPS administers or coadministers 23 (NPS 2014b). (The other national scenic and historic trails in the national trails system are managed by or comanaged with the US Forest Service and Bureau of Land Management.) Each NPS-administered trail has its own base budget. The NPS provides program leadership in developing the trails system through interagency coordination, policy development, partnership training, financial assistance, technical assistance, research, and communications, networking, mapping, and reporting.

National Wild and Scenic Rivers System

The Wild and Scenic Rivers Act provides for the establishment of a system of rivers to be preserved as free-flowing streams accessible for public use and enjoyment. Components of the system are classified as wild, scenic, or recreational rivers. Once a river (or portion of a river) is designated a component of the national wild and scenic rivers system, the managing agency preserves and enhances the features that qualified the river for inclusion within the system. The system encourages river management that crosses political boundaries and promotes public participation in developing goals for river protection. Rivers administered by the NPS are considered part of the national park system unless specifically excluded in their enabling legislation. NPS has responsibilities for 59 rivers in the system, of which 30 are national park system units. NPS also has wild and scenic river responsibilities as a partner with states or tribes that administer other wild and scenic rivers. Servicewide coordination activities include program leadership for the NPS Wild and Scenic Rivers Steering Committee, participation in the Interagency Wild and Scenic Rivers Coordinating Council, policy development and guidance, training, technical assistance, research and communication, and reporting.

Wilderness

In the Wilderness Act of 1964, Congress directed certain federal agencies, including the NPS, to study lands they administer for their suitability for inclusion in the National Wilderness Preservation System. Congress has now designated wilderness areas in 61 units of the national park system. Wilderness designation does not remove these lands from the parks, but ensures they are managed to retain their wilderness character. Because wilderness exists on lands of the national park system, national forest system, national wildlife refuge system, and national conservation lands (Bureau of Land Management), it offers a common statutory basis for interagency cooperation in ecosystem management. The untrammeled quality of wilderness is a unique legislative requirement among all types of land management, defining wilderness in terms of how it is managed rather than what is there.

Programs

Descriptions of five important programs are described below. Included here are: National Register of Historic Places; National Historic Landmarks Program; National Natural Landmarks Program; Land and Water Conservation Fund; and Rivers, Trails, and Conservation Assistance Program. These are just a few of the many programs administered by the NPS. More details can be found in appendix B or by visiting the following website: www.nps.gov/policy/NPSPrograms_September2013_small.pdf

National Register of Historic Places

The National Register of Historic Places is the official list of the nation's historic places worthy of preservation. Authorized by the National Historic Preservation Act of 1966, it is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources. It lists more than 90,000 properties that represent 1.6 million individual resources—buildings, sites, districts, structures, and objects. These properties are classified as being of local, state, regional, and national significance. Benefits of registration include access to federal preservation tax credits, research databases, and NPS-administered grant programs. Tax credit programs have leveraged more than $45 billion in private investment for the rehabilitation of historic properties and landscapes (NPS 2013c).

National Historic Landmarks Program

National historic landmarks (which are all automatically listed as national register properties) are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. Today, more than 2,500 historic places bear this national distinction.[2] National historic landmarks come in many forms: historic buildings, sites, structures, objects, and districts. Designation provides access to grants through the Historic Preservation Fund; tax incentives for easements and rehabilitation through federal historic preservation tax incentives; assistance through the NPS program Technical Preservation Services, and access to other technical databases administered by the NPS. The National Historic Landmarks Program does not own or manage sites; many national historic landmarks properties remain private and are not open to the public. However, if owners wish to advertise their designation, they are invited to accept a plaque to display at the landmark site.

2 http://www.nps.gov/nhl/learn/intro.htm

National Natural Landmarks Program

The National Natural Landmarks Program recognizes and advocates for the conservation of sites that best illustrate the nation's biological and geological history. National natural landmarks are owned by a variety of public and private land stewards, and participation in the program is voluntary. National natural landmark sites are designated by the Secretary of the Interior for their outstanding condition, illustrative character, rarity, diversity, and value to science and education. To date, nearly 600 natural areas, in both rural and urban landscapes, have been designated.[3] The NPS administers the program and works cooperatively with landowners, managers, and partners to promote landscape conservation and appreciation of natural heritage. Through the creation and cultivation of partnerships, the NPS and its partners cooperatively conserve the outstanding sites that illustrate the rich and diverse tapestry of America's natural landscape.

3 http:///www.nature.nps.gov/nnl/

Land and Water Conservation Fund

The Land and Water Conservation Fund supports NPS land acquisition activities, and provides grants for land acquisition through the American Battlefield Protection Program and the purchase and development of land for outdoor recreation activities by states and local governments through the State Conservation Assistance Grant Program. Royalty revenues paid by energy companies drilling for oil and gas on the Outer Continental Shelf finance the fund. The Land and Water Conservation Fund helps preserve, develop, and ensure access to outdoor recreation resources; provide clean water; preserve wildlife habitat; enhance scenic vistas; protect archeological and historical sites; and maintain the pristine nature of wilderness by providing funds for federal land acquisition and grants. The Land and Water Conservation Fund allows for leveraging of state and partner funding, and aligns conservation efforts across jurisdictions and in conjunction with other federal land management agencies.

Rivers, Trails, and Conservation Assistance Program

The NPS Rivers, Trails, and Conservation Assistance Program (RTCA) provides NPS expertise to help community groups, NPS units, nonprofits, state and local governments, and tribes plan parks and trails, conserve and improve access to rivers and natural areas, and create recreation opportunities through locally led partnerships. It has provided assistance and support to more than 7,000 urban and rural communities across all 50 states and many territories. The program has been a catalyst in creating or improving more than 28,000 miles of trails, conserving more than 17,000 miles of protected river corridors, and preserving more than one million acres of open space (NPS 2014b). RTCA projects have connected parks, waterways, and natural areas to people who might not otherwise have access. This program has assisted a wide range of projects that have helped make communities more livable, create new jobs, restore the environment, and foster the next generation of conservation stewards.

Summary

The national park system has grown and evolved considerably since its inception. While the NPS protects and supports the preservation of much of the nation's most significant landscapes and resources, the incremental nature of the system's growth and development has left opportunities to more fully represent America's collective natural and cultural heritage. The NPS continues to seek ways to extend outstanding and accessible recreation opportunities to all Americans. The nation's changing population and demographics and its decades-long migration into major urban areas, many of which lack national park units, highlights a degree of disconnection between the current NPS system and opportunities for parks and programs to become more relevant to the nation's growing and diverse communities.

Beyond the 413 park units, the programs of the NPS have also expanded considerably since the establishment of the agency in 1916. Each program arose in response to specific authorities and actions taken by the nation's elected officials on behalf of the American people. One significant challenge the NPS faces in its next 100 years is managing these different roles and programs in complementary ways. The strategic alignment of programs and services toward overarching goals is critical to the continued success of conservation for all stories, ecosystems, and resources currently underrepresented in the system.

Related areas and programs offer an exciting and forward-thinking alternative to unit designation. The future success of the NPS resides in managing all existing tools available to leverage federal investments and technical assistance with the skills, passion, and support of partnerships. Private landowners, partner groups, and nonprofits are often able to react more nimbly to conservation needs. Benefits to partners include eligibility to receive technical assistance for maintenance or conservation activities and/or receipt of financial assistance. In turn, the NPS receives significant support and is able to leverage funding by combining federal dollars with private investments. The result is a mutually beneficial relationship that exemplifies the best path forward for conservation efforts. When contemplating more robust conservation that more fully includes all stories and resources of the American people, alternatives such as related areas, programs, and expansion of interpretation within existing units, should be considered prior to establishing new park units.

The Chesapeake Conservation Partnership

An example of how the National Park Service is promoting landscape connectivity is the Chesapeake Conservation Partnership. The National Park Service is working with a coalition of more than 50 diverse organizations and agencies, including federal and state agencies, tribes, land trusts, and conservation-focused nonprofit groups, engaged in conservation within the Chesapeake Bay watershed. The partners are working to extend the conservation of large landscapes throughout the region to benefit multiple values, including economic sustainability; scenic, historic, and cultural heritage; working lands; important wildlife habitat; water quality and supply; and overall quality of life.

Potential for Greater Preservation

Three

hapter 3 focuses on opportunities for greater and more effective preservation, conservation, and recreation within the system, including identifying the gaps in resources and values that the system does not currently protect, while also working beyond boundaries to enhance relationships and preserve and restore connectivity.

As noted previously, the national park system is one among many types of protected areas in the United States, managed by other federal agencies, states, local government, and private organizations such as The Nature Conservancy, the National Trust for Historic Preservation, and both private and public landowners. Until recently, this larger network of protected areas was less focused on collaborative management and more focused on resources within their respective boundaries. However, land managers today are placing greater emphasis on connecting resources, collaborative decision making, and the sharing of expertise, funding, and information. The intent of additions and changes proposed in this plan is to reflect the diversity of the nation, inclusive of all Americans; to expand representation of the American story; to protect the nation's biological diversity and processes; and to include significant and vulnerable ecosystems and resources that are not being protected or are vulnerable to current and emerging threats.

In this chapter and in the following chapter, the focus is on future efforts the NPS can take to maintain and enhance both the national park system and this nation's larger system of protected areas.

Opportunities to Highlight Important Resource Gaps

Before looking at possible additions to the national park system, it is critical to note several important factors that guided the identification of possible additions to the system. For instance, an identified gap does *not* necessarily mean a new unit is required. Other federal, state, local, and private entities protect and conserve public land throughout the United States. The NPS does not, and cannot, protect all of America's important resources and stories within the national park system. However, the NPS can and should acknowledge critical cultural and natural resource gaps and opportunities, and strive to protect those for future generations where feasible. Additional protections can include expanded interpretation of missing themes within existing units; partnering with local conservation groups to use NPS facilities to share those stories; or using technology to highlight missing pieces.

In considering underrepresented and missing resources and stories identified in this chapter, several key points should be kept in mind:

- Every unit in the national park system provides opportunities for the public to promote history, protect resources, learn, recreate, and link to our American culture. These important, legitimate needs are recognized in the NPS Organic Act of 1916 and the NPS mission. Recreational and human values will continue to be important considerations within the NPS.

- Before seeking designation of a new unit, consider the possibility of telling missing stories using existing units, programs, or related areas.

- Some important stories and resources were not included in this chapter as being underrepresented or missing in the national park system because they are well protected and interpreted by other entities. For example, the story of space exploration is told well by the National Aeronautics and Space Administration (NASA) and the Smithsonian Institution. The magnificent Niagara Falls is protected by the State of New York as part of Niagara Falls State Park—America's oldest state park. Mount Vernon, President George Washington's historic home in Virginia, is fully protected by the Mount Vernon Ladies' Association, a private nonprofit organization.

- The possible additions to the national park system identified on the following pages are intentionally general and broad. Specific details, including site locations and ownership, have not been determined. Other than noting that resources and stories are underrepresented, missing, or unprotected, this plan does not make any judgments on the importance or priorities for action on any of the possible additions. The list of possible additions should assist Congress and the President when they are considering modifications to the national park system. The NPS is keenly aware of its authorities and recognizes that only Congress or the President can designate new NPS units.

- National park sites are influenced by continuous change: changes in history, recreation, science and knowledge, population demographics, climate, technology, and Americans' views and interests all continually alter, shape, and expand the national park system. Therefore, the suggested additions would not "complete" the national park system, but would strive toward a more fully representative system, including important themes, values, and stories. The cultural and natural resource gaps listed represent the themes and concepts studied by experts to date and are subject to the shortcomings of any subjective process. All need further study. The lists do not, and cannot, represent every possible gap in perpetuity. History is ongoing; cultural change and natural resource evolution will continue to progress. These lists will need to be frequently updated and revised to meet the standards of evolving science, culture, and theory.

Citizens will continue to advocate for additions to the national park system, and Congress will continue to consider legislation for new units. When a new park unit is added to the national park system, funding is required for park creation, operations, and long-term management of visitation and resources. When considering such increases to the system, every effort must be made to fully understand the budgetary implications before further obligating the taxpayer. Increasingly, the NPS is engaging in public/private partnerships and other models to leverage funding opportunities. Consideration for additional units should identify and analyze funding alternatives and strategies such as partnerships, philanthropy, and/or a park-specific endowment.

Underrepresented Cultural Resources and Values

Identifying patterns in cultural themes is inherently difficult due to the subjective nature of many topics, differences of opinion regarding categorization schemes, and the fact that many stories do not fit neatly into one category. Nonetheless, when the 413 park units are organized according to cultural and historic themes, some themes stand out as more heavily represented in the existing system (National Park System Advisory Board 2012):

- Of the 413 units in the system, 135 focus on war and armed conflict. This amounts to 33% of the total units. The vast majority of these 135 units are dedicated to wars and conflicts that occurred before World War II. Two particular conflicts are the most heavily represented: (1) the Civil War, which accounts for 54 units (13% of total), and (2) the Revolutionary War, which accounts for 20 units (5% of total). Four parks focus on armed conflict after World War II.

- Thirty-six units (9% of total) preserve remarkable architecture. An additional 12 units include places important in the field of landscape architecture. These units highlight a wide variety of architectural designs and styles.

- Thirty-five units (9% of total) celebrate the lives of US Presidents. Some Presidents have more than one unit dedicated to their life and accomplishments. For instance, many locations associated with President Abraham Lincoln's life and death are protected by park units, including his birthplace, his childhood home, the White House, the site of the Gettysburg Address, the site of his assassination, and his national memorial.

While this short analysis sheds some light on areas that may already be adequately represented, the existing national park system does not include all important cultural and historical resources and values that are part of America's heritage. To identify possible cultural resources and values unrepresented by specific units in the present national park system, recommendations from both the National Park System Advisory Board (specifically the National Park System Advisory Board's Cultural Resource Committee's 2012 report [appendix C]), and the results of the internal scoping effort for this plan were reviewed.

The committee looked at the NPS' 1994 thematic framework, "History in the National Park Service: Themes and Concepts,"[4] which identified eight major themes and concepts that help conceptualize US history. The committee identified some gaps in the national park system based on these eight themes as well as the authors' knowledge and insights of cultural resources and values. The committee suggested a number of topics the NPS could consider in proposing additions to the system.

Ideas on additions to the national park system were also solicited from NPS staff from all parks, regions, and programs from October 2013 through January 2014. Cultural resources and values identified by commenters and the steering committee were included below as possible additions to the system.

4 https://www.nps.gov/nhl/learn/themes/ThematicFramework.pdf

Based on the above sources, a number of historical and cultural topics were identified as being underrepresented, in need of greater emphasis or redundancy, or missing in the present system. Although the list below consigns groups of people to specific events in history, it is recognized that individuals and groups are not relegated to only the events captured here.

These resources and values are not listed in any order of priority.

- Social organizations history:
  - Professional organizations, fraternal orders, and reform groups each played a role in the transformation of American culture, attitudes, and communities. Nationally important topics include the change in gender roles and responsibilities; conditions in hospitals and prisons; abolition; civil rights; and the care of the poor, the elderly, and the infirm.
  - Unions and organized labor movements have their own unique history. They played a role in the political, economic, and social transformations of communities, and in the larger story of US industrial and economic development from the end of the Civil War to the period of economic prosperity following World War II, with public attitudes toward labor organizations changing throughout that time. The changing union story continues through the decline of the Detroit auto industry and the firing of unionized air traffic controllers.

- Immigration and migration shape American culture, economy, and society:
  - Nationally important topics include the 20th century "great migration" of African Americans northward, the movements of New England farmers to the West and Midwest, Asian immigration, Latino immigration from south to north, and migrant workers.

- American Indians, Alaska Natives, and Pacific Islanders history:
  - History of native people begins before European settlement and continues through modern accomplishments and challenges. Significant topics include Indian treaties and treaty rights, interactions between tribes, past and ongoing lawsuits, tribal economic development, the American Indian Movement, Indian education, and 20th century federal Indian policy.

- Women in American history:
  - Nationally important topics include pioneers in movements concerning health, changing roles of women in work and family, equal rights for women, and women's contributions to fields such as research, exploration, government, and the arts.

- African American history:
  - Nationally important topics include specific historic figures (e.g., W.E.B. Du Bois, Shirley Chisolm, Fannie Lou Hamer, and Malcolm X), the exchange and evolution of music within African American groups, housing discrimination, the role of newspapers and publications, the environmental ethic of African Americans, and the history of black colleges and universities.

- America's diversity:
  - The experience of minority groups, such as Asian Americans, Latino, and lesbian, gay, transgender, bisexual, and queer people, reflect the American political and social landscape. Topics that enlighten include important figures, places, and events such as Chinese labor in mining and the development of mines and US railroads, the role of Spanish land grants in the southwestern US, the 'No Irish Need Apply' movement, and the establishment of the Society for Gay Civil Rights in 1919.

- Music and arts:
  - American culture and artistic creativity has had an international influence. Topics that could be covered here include music history and innovation (e.g., blues, bluegrass, country-western, rap, hip-hop), the export of American music to the world, and influential artists (e.g., Ansel Adams, Andy Warhol, Maya Angelou).

- History of education:
  - Education is important to a democratic society. Nationally important topics include the increased necessity of the high school diploma, the evolution of the US public education system and higher education (colleges and universities), frontier schools, segregated schools, urban schools, mission schools, Indian schools, Rosenwald schools, public education, and schools for the deaf and blind.

- History of American industry:
  - The development of the US economy, including industrialization and de-industrialization, molded the America we know today. Important topics include the rise and decline of heavy industry, such as the steel industry; creation of the long-haul trucking industry; the rise of "industrialized" agriculture; and the history of extraction of natural resources, including mines, oil and gas, and lumber. Other topics that could be covered include forestry, cattle grazing, the US military industry, the automobile industry and transportation, outsourcing of American industry, and how industry built the US.

- Prohibition Era:
  - The Prohibition Era, from the beginning of the temperance movement in the 1830s through the passage of the 21st amendment in 1933, changed and challenged social norms during this time and had lasting social and political consequences. Topics include class warfare, the impacts of drugs and alcohol on society, the growth of organized crime, and the only time a constitutional amendment has been repealed.

- Reconstruction period:
  - The period following the Civil War, from 1865-1877, was called the Reconstruction period. Congress and Presidents Abraham Lincoln and Andrew Johnson took a number of actions that affected the South and the rights of African Americans. Topics include: abolition of slavery; civil rights; reactionary forces; black codes; and carpetbaggers.

- Science, technology, engineering, and math:
  - Science, technology, engineering, and math are key forces that have shaped American society and culture, particularly in recent times. Telecommunications and the development of the computer and the Internet have been huge influences on American culture and society. Topics include unsung heroes in the sciences, (including emphasis on women and minorities), innovations and inventors, new stories of advances in technology, pure science achievements unrelated to technology, changing American values about science, and the historic, technological contexts for the beginnings of the current communications explosion.

- History of land conservation and environmental awareness:
  - This theme directly relates to the mission of the NPS. Topics of national significance include the evolving history of conservation, environmental ethic of indigenous cultures, conservation movement figures (e.g., Aldo Leopold, Henry David Thoreau, Edward Abbey), the rise of an American environmental ethic, Americans' values and relationship to the landscape, the transformation of the American landscape, the Civilian Conservation Corps, the history of wilderness, and the 21st century paradigm for conservation (multijurisdictional, multipurpose, and multi-stakeholder).

- History of US diplomacy:
  - The national park system currently does little to address the history of US diplomacy and the changing role of the US in the world community throughout history. This could include topics such as the history of when and how the US decides to go to war; issues of peace diplomacy including US relationships with the League of Nations, the United Nations and others; and the influence of existing treaties.

All of these topics identified by NPS staff scoping comments and the National Park System Advisory Board reports warrant further study for potential inclusion in the national park system. Further information is needed to understand whether these resources and values are protected and addressed by other groups, if the places that represent these values are currently protected by other organizations, or if any of these should be added to the national park system. Wherever possible, new themes should be incorporated into existing units or affiliates. It should be stressed that the above underrepresented cultural resources and values reflect this point in time, and this list will continue to change as US population, society, and culture change.

Underrepresented Natural Resources

There are important natural resources and ecosystems representative of the nation's natural heritage and biodiversity that are not yet fully or adequately protected in the national park system or by other partners. Multiple investigations have helped inform our identification and understanding of these underrepresented resources and ecosystems, including assessment by the National Park System Advisory Board (National Park System Advisory Board 2012), gap analyses by the National Park Conservation Association and the US Geological Survey (Sayre, Nations, Benson 2012; and NPS staff scoping). This data argues, "the current national park system is not fully representative of the important natural features of the United States (e.g., land cover, ecological systems, topography, elevation, acoustic resources, water resources, and species). Additionally, the size, spatial distribution, and ecological integrity of the landscape surrounding many park units leaves the 'scenery, natural objects, and wildlife' of our national park system increasingly vulnerable" to stressors such as climate, air pollution, nonnative species invasions, and land-use change (NPSAB 2012, appendix B, page 1).

Of the primary terrestrial ecosystems in the United States, 111 are completely unrepresented in the national park system, and 392 ecosystems (55%) are underrepresented in the national park system (underrepresented is defined as an ecosystem with less than 5% of its total land mass held in protection) (Sayre et al. 2012a; NPCA 2013). Additionally, there are other important natural resources and ecosystems that have essentially zero conservation protection by the NPS or any other federal agency, state, local government, or privately owned conservation areas.

The International Union for Conservation of Nature (IUCN) urges countries to strive to achieve a target of conserving at least 17% of the world's terrestrial and inland water areas and 10% of coastal and marine areas by 2020. While the NPS cannot achieve this goal by itself, it can work with many partner agencies to help achieve this goal. Considerations for additional representation should include alternatives to unit status such as innovative partnerships with private groups and nonprofit organizations.

Unprotected and underrepresented ecosystems should be considered when new areas are being proposed for addition to the national park system. Where these ecosystems currently exist within the NPS, park management should prioritize their preservation. The National Park System Advisory Board recommended that 20 ecosystems without protected status and 206 ecosystems with less than 5% of their total area protected should be considered top priority for future protection (NPSAB 2012). It is clear that additional work is still needed to prioritize these ecosystems for protection, either as part of the national park system or in partnership for a national network of conservation areas.

The resources on the following page are not listed in any order of priority.

Underrepresented Categories of Ecosystems

- Freshwater biodiversity hotspots:
  - Only 1% of the earth's surface is covered with freshwater yet these areas provide habitat for over 10% of all animals and over 35% of all vertebrates (Biodiversity of Freshwater Ecosystems: Status, Trends, Pressures, and Conservation Priorities [BioFresh], 2010–2014). Lakes, rivers, and wetlands provide countless and invaluable benefits. Freshwater habitats have inherently higher biodiversity and species richness than adjacent terrestrial habitats. The headwaters of major rivers deserve additional consideration for protection because they support a wide array of human and ecosystem services such as clean water, healthy plant and wildlife populations, power generation, and economic benefits for downstream communities. Unfortunately, these hotspots are often influenced to a heightened degree by human pressures and, increasingly, by the effects of climate change. Freshwater biodiversity hotspots require heightened protection, yet in the United States and elsewhere globally, few freshwater sources are protected.

- Estuarine environments:
  - Estuaries, areas where freshwater and marine habitats meet, are extremely important ecosystems because of their ability to filter and mitigate human impacts, such as water pollution. Including tidal zones and mangroves, these areas support some of the highest levels of biodiversity because they are areas where freshwater and marine habitats meet. Estuaries serve as the breeding and nursery grounds for marine wildlife, and support more than three-quarters of the fish that humans catch for

food or recreational purposes. Estuaries also serve as natural buffers between the land and ocean, absorbing floodwaters and dissipating storm surges. This protects upland habitat as well as valuable real estate from storm and flood damage.[5] Sea level rise projections should be used to determine what areas need protection because they will be future estuaries.

- Marine ecosystems:
  - Marine ecosystems, including deep open water and shallow reef systems, are highly illustrative of the need for inclusion of underrepresented ecosystems into the national park system (see NPSAB 1999 "Rethinking the National Parks for the 21st Century"). Currently, national marine sanctuaries, national wildlife refuges, and national parks cover only a small fraction of the marine environment in need of protection. A strategically designed system of marine reserves covering a broad range of representative habitats is essential to ensure long-term survival of myriad species. As with terrestrial ecosystems, there are many different ecosystems beneath the surface of the water, but only a small percentage of the ecosystems in the ocean have received protection. Marine environments support some of the largest ecosystems on earth, and provide services such as resilience to climate change, sources for medical research, discovery of new species, and support for marine organisms whose habitats are being affected by climate change and ocean acidification.

5 http://water.epa.gov/type/oceb/nep/about.cfm

- Grasslands:
  - Also known as prairies, perennial bunchgrasses and, to a lesser degree, forbs comprise these areas. Grasslands are invaluable for a broad spectrum of reasons, including habitat for migrating and declining wildlife species. A quarter of the earth was once covered by grasslands. Today, approximately 5% of grasslands are protected globally. Protected grasslands are threatened by invasive species and fire suppression, as well as fragmentation and urbanization. For those grasslands not yet protected, the primary threat is conversion to farmland. In the continental US, 5% of original prairies remain intact (National Geographic Society. 1996-2015). Grassland units could be established through the restoration of disturbed lands.

- Terrestrial ecosystems dependent on maritime climate:
  - These terrestrial ecosystems are highly dependent on maritime climate, including wind and fog. A prominent example is the California coastal scrub community. The coastal scrub community is characterized by low-growing aromatic and drought-deciduous shrubs adapted to the semi-arid climate of the coastal lowlands. Other examples of terrestrial ecosystems dependent on maritime climate include California chaparral, the Atlantic coastal plain and longleaf pine woodlands, of which as few as 1,500 acres of old growth forest remain. [6] Located on high-value coastal zone real estate, chaparral is particularly vulnerable to threats associated with human population expansion. This community is drought tolerant and adapted to a specific fire regime of infrequent, high-intensity fire. Human-caused fires have dramatically increased fire frequency in chaparral, especially in southern California. Fire suppression may further erode this community. There is a relatively high incidence of threatened or endangered species

6 http://www.longleafs.info/pages/ecosystem.html

dependent on chaparral habitat. This habitat also serves as an example of human population growth infringing on rapidly diminishing ecosystems.

- Coastal ecosystems:
  - Coastal ecosystems in need of protection are located on the Gulf of Mexico, in the Florida Keys, in Alaska, along Arctic tidal flats, and along the Pacific northwest coastline, to name a few. These areas provide important habitat for plants, wildlife, and fisheries, and help protect communities from the impacts of storms, sea level rise, and climate change. They are often highly desirable locations for residential and commercial uses, which have resulted in hardened surfaces and development in what is normally a naturally dynamic environment. Coastal ecosystems deserve close consideration for additional future protection due to their high diversity and productivity, proximity to human population centers, and their ability to buffer environmental change, such as sea level rise, when functioning naturally.

- High elevation desert:
  - High deserts are generally over 2,000 feet in elevation and include examples such as the Mojave or Great Basin Deserts. Urban encroachment and the associated wildfire suppression threaten high deserts and exacerbate the impacts of climate change. Between 1990 and 2007, more than eight million homes were built in the wildland urban interface of the western US. During this same period, winter snows have melted earlier. Invasive species and some native species, such as predatory insects, have affected other components of the ecosystem. Declining desert species (such as sagebrush), and/or those seeking refuge in higher elevations because of the effects of

climate change, are becoming increasingly dependent on high deserts. Much of the western United States has high elevation desert, some of which is protected by other federal and state agencies.

Additional Natural Resource Gaps

In addition to the underrepresented ecosystems mentioned, other natural resources, systems, and ecological processes are underrepresented in the national park system. These invaluable resources include habitat corridors, migratory avian stopovers, highly productive ecosystems, dark skies, and/or geological features. They support key ecological functions found in a variety of ecosystem types and locations. For example, habitat corridors are conservation tools that enable land managers to restore and maintain habitat connectivity for species. They are important features that facilitate the movement of species between areas of core habitat. Corridors were once thought to be linear strips of premier habitat but this strict interpretation has been proven too narrow from a biodiversity perspective. The size, shape, and quality of a corridor depend on the needs and characteristics of the species for which they are designed and on the landscapes in which they occur.

Another example is the broad category of highly productive ecosystems, which have been largely eliminated in the United States through commercial and housing development. These communities were once among the most productive in terms of plant and animal species diversity and abundance.

Dark skies or natural lightscapes, and natural soundscapes, describe a natural resource value that exists in the absence of human-caused light and sound. Natural lightscapes are critical for nighttime scenery, such as viewing a starry sky, but are also critical for maintaining nocturnal habitat. Many wildlife species rely on natural patterns of light and dark

for navigation, to cue behaviors, or hide from predators. Lightscapes can be cultural as well, and may be integral to the historical fabric of a place. When thinking about gaps in the national park system, it is critical to consider these more abstract types of gaps that serve to fill certain ecosystem functions or services.

One more important consideration in adding underrepresented natural resources to the system is the need to ensure some level of redundancy in conserving natural resources, systems, and ecological processes. Scientists generally agree that several examples of diverse species and ecosystems need to be preserved to weather potentially catastrophic events (including climate change).

Landscape Connectivity

In addition to protection of important natural resources and ecosystems described above, it is critical to protect what the national park system already includes through "landscape connectivity" at spatial scales across park boundaries, including international boundaries. Landscape connectivity means collaborative conservation is targeted at ensuring that protection is enacted at the appropriate spatial scales that ensure long-term conservation. The national park system contains many of the land and seascapes most capable of sustaining ecological integrity and cultural and historical authenticity. It can and must be both core and essential to a larger national vision, with the national parks and historic sites serving as permanent anchors of conservation in a continuum of uses.

Landscape connectivity is a well-established principle supported by the scientific community. This landscape function is critical for many species' well-being, but landscape attributes are challenging to protect compared to parcels of the landscape. Although connectivity has been an attribute of conservation area designs for more than 20 years, current applications of species, habitat, overall biodiversity, and landscape conservation are failing to implement the extensive connectivity needed.

Landscape connectivity is key to addressing the interactive effects of major large-scale stressors such as climate change, air pollution, land use change, and invasive species. Understanding and managing our response to stressors such as climate change and alternative energy development is vital to reducing impacts on people and natural ecosystems through strategic approaches. The upslope and latitudinal shifting of biomes (major ecosystem types) due to climate change makes connectivity even more important to conserving plants and animals under potential future conditions. Although the first-order effects of the biodiversity crisis—the loss of species—are dire, the second-order consequences—the loss of species interactions—may be more ominous. It is widely agreed that connectivity identification, preservation, and restoration is important for natural resource conservation at all levels.

Summary

While the NPS mission is genuinely embraced, our nation's population, with its changing communication and lifestyles, and diversity of cultures, will continue to shape and influence our system. Parks and protected areas will likely become increasingly valued for the societal and human benefits they provide. Communities and researchers alike are growing in their awareness and understanding of the health, recreation, and economic benefits parks provide. The future system should be mindful of potential additions that offer and serve these multiple benefits in addition to the environmental and resource conservation benefits they provide.

Success of the NPS will depend on the agency's flexibility and responsiveness to a changing population and environment, and the ability to remain relevant.

A Vision for Success:
The National Park Service in the Second Century

Four

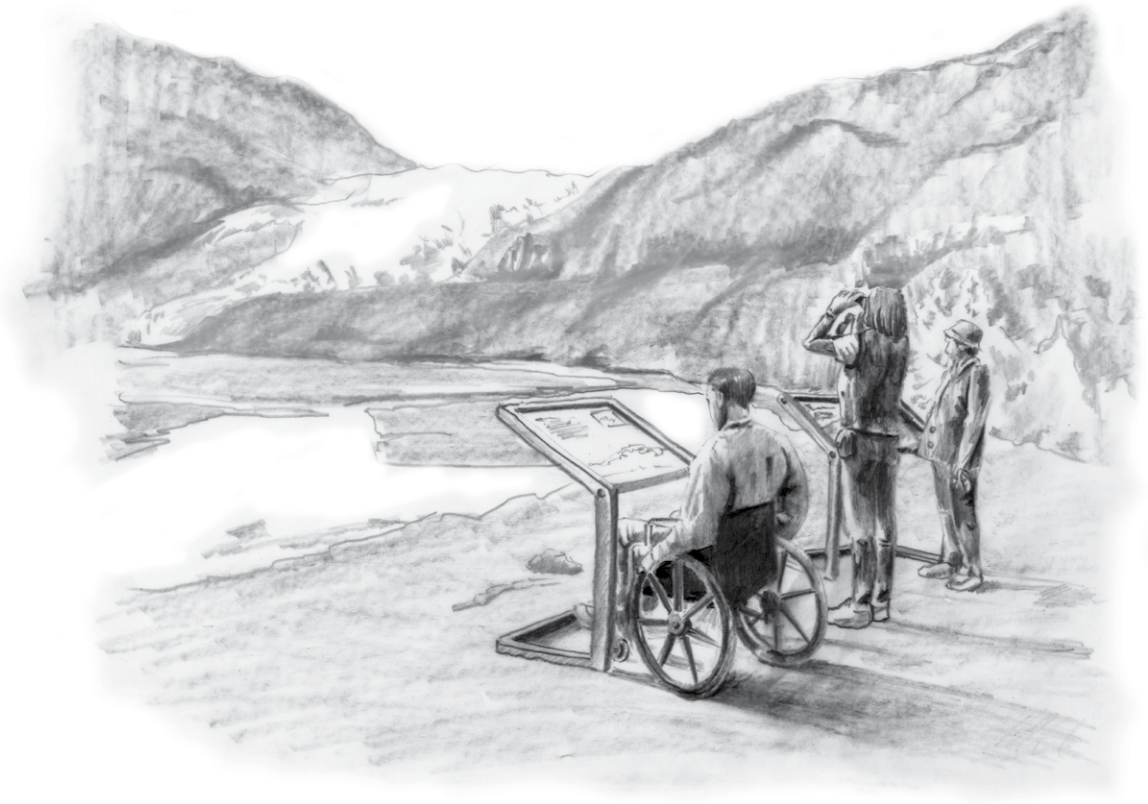
he goals of the plan are organized in the following categories:

- Continuous Gap Analysis
- Consideration of New Units
- Embracing New Conservation Roles
- Bringing Parks to People

These broad-reaching goals can best be achieved through the support of local communities, state and national government agencies, friends groups and other long-standing partners, new partners, and individuals. The plan includes the identification of challenges and suggested follow-up actions under each goal.

The goals and proposals in this plan should be viewed as a framework for future action—it is intended that the proposals will be further explored, developed, and elaborated on with scientific rigor.

The goals and key actions in this plan will be reevaluated and updated periodically by the NPS Park Planning and Special Studies Program. In addition, different groups can use this plan in different ways, to all work toward the common, shared goals of this plan.



Goal #1: Support Continuous Gap Analysis

Chapter 3 provides detailed information on cultural and natural resource gaps that are unrepresented or underrepresented in the current national park system. These should be priorities for inclusion in the system or expansion of interpretation within existing units. However, history and our interpretation of it is dynamic; therefore, these lists of gaps must also continue to evolve.

Challenges:

- History is ongoing. Cultural values and natural resource conservation needs will continue to evolve. Any list of underrepresented resources will need to be frequently updated and revised to meet the standards of evolving science, culture, and theory.

- Connectivity needs to be examined across a broader perspective and needs to include natural systems and resources, as well as cultural themes and studies.

- Cultural stories should be connected across themes; examples include civil rights stories and immigration stories that are represented throughout many layers of history.

Follow-up Actions:

- Use GIS and other databases to facilitate a dynamic evaluation of gaps in the national park system over time. Build partnerships with companies willing to donate mapping services to ensure an updated picture of ecosystems and cultural resources in North America.

- The NPS director could request a committee of the NPS Advisory Board or appropriate professional organizations to examine cultural and natural resource gaps in the system and recommend priorities for underrepresented areas every five years. The group would connect with the American public, scientists, and conservation organizations such as the National Trust (and others) to gather authentic and valid preservation needs. If there are outstanding candidates proposed through grassroots advocacy or a member of Congress, the board may recommend additional underrepresented areas.

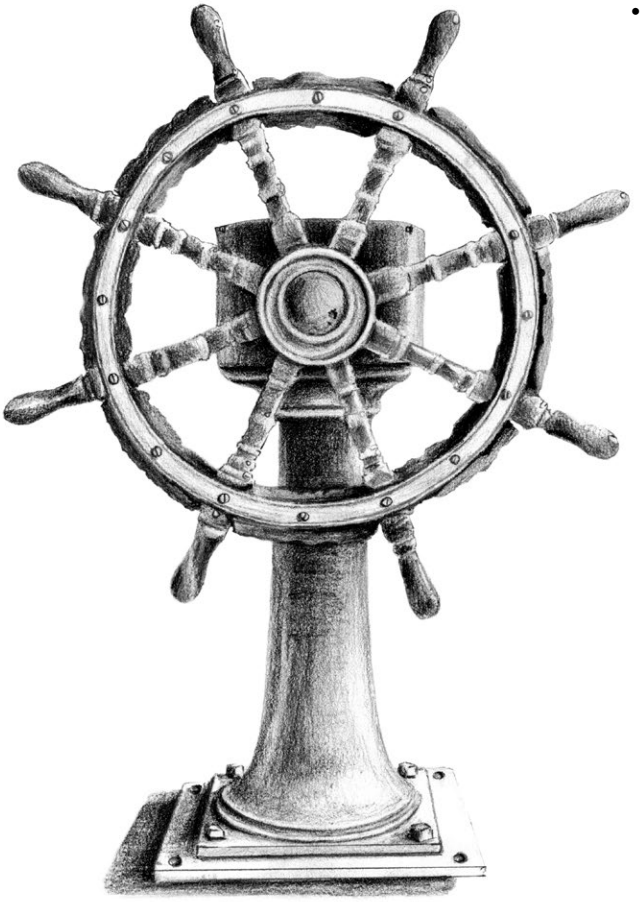
- Convene discussions with other experts, authors, and advocates for different segments of the American population to identify possible gaps in the system.

- Contract with a CESU to provide additional analysis of natural and cultural resource gaps in the system.

- Once park foundation documents have been completed for all park units, categorize fundamental resources and values in order to identify which themes are adequately addressed in the national park system, and what themes are underrepresented. Provide this analysis to partners and Congress for use when identifying new units.

- Enlist an objective, professional organization, such as the National Association for Interpretation, to evaluate the stories being told in parks to ensure they are balanced and historically correct. Explore ways to include missing themes within existing units.

- Support the development of a scientifically based indexing system by a university research group to identify the quality of representation of a particular set of resources or stories. Correlate existing data to create an index rating number for major natural and cultural themes. The index number would change over time, depending on whether resources/stories were being preserved or degraded.



- Update older NPS documents that describe themes and gaps in the system as needed. These include *History in the National Park Service, Themes and Concepts* (Cultural Resource Report NPS, 1994) and *Natural History in the National Park System and on the National Registry of Natural Landmarks* (Natural Resource Report NPS, 2003). Updated documents should be maintained as living documents rather than static papers.

Goal #2: Improve Process for Consideration of New Units

A. Enhanced Assessment of Criteria during Special Resource Studies

The national significance, suitability, feasibility, and direct management criteria should all continue to be evaluated in special resource studies as stipulated in NPS *Management Policies 2006*. It is recommended that several improvements be made in the analysis of the four criteria, which will allow Congress and the public to better consider whether a particular area or theme should be included in the national park system. The outcomes of a study should continue to include alternatives to unit status recommendation or denial when applicable. Alternative conservation options include the potential to recommend related area status (such as an affiliated area, national historic area, and national natural landmark), or participation with specific NPS programs that will bolster and leverage protection efforts in partnership with others. As stated elsewhere in this document a cultural or natural resource gap does not mean a new unit is required. Special resource studies should first and foremost address all possible ways to incorporate new themes into existing units or other alternative conservation options before recommending a positive finding for potential new unit designation.

The analysis of suitability should include a discussion of climate change, and how the potential unit would provide redundancy or protection of resources in the face of climate change. In addition, it should include analysis of the unit as part of a larger landscape context. For some potential units, national suitability should also include an analysis of the provision of appropriate recreational opportunities for urban populations and connect to efforts under the "Urban Agenda"—an NPS effort to strategically organize its many parks and programs to build relevancy for all Americans.

Thoughtful reflection upon the missing resources, values, and stories presented in chapter 3 should be an important part of the deliberation about suitability. Investigations should include considerations of the NPS role in preserving values or systems as a whole; exploration should include the significance of creating connections across physical landscape and thematic stories.

NPS needs to improve its analyses of the required details on the feasibility of management. This will enable Congress and the public to more fully consider aspects of management such as operations, management constraints, the ability of the agency to acquire the land or resources, start-up costs, total cost of ownership, partner commitment (of funding and other resources), and the difficulty or ease of protection of the land or resources in the future. Budgetary considerations should be carefully weighed, and funding alternatives explored, before a new unit is recommended.

This analysis of feasibility needs to include an investigation of the opportunity to provide visitor services, technological and other infrastructure needs. Study evaluation should include a detailed analysis of development and operational alternatives, and associated funding requirements. Alternative funding sources and strategies should be identified and analyzed for feasibility. The potential role of partnerships and philanthropy should also be a consideration of feasibility for potential new park units. Funding should be identified and a preferred funding strategy recommended prior to designating a new unit. In an era of constrained funding, this analysis is becoming increasingly important and should be a more developed element of special resource studies.

Feasibility analysis should consider climate change projections in evaluating potential effects on the NPS's ability to maintain the area and on the infrastructure necessary to support park operations and visitation. For example, consider sea level rise projections in evaluating potential effects on the area.

Finally, NPS needs to improve its analyses of whether the resource requires NPS direct management that cannot or will not be accomplished by another governmental entity, partner, or private sector. Considerations of direct management should identify the strengths brought by NPS management and clearly outline the benefits the agency can provide. In some cases, state or local agencies, nonprofit partners, and other groups may be identified as the better direct manager of a resource. In this case, partnership opportunities may be considered, such as a national heritage area, landmark site, or affiliated area.

Challenges:

- Consistent application of study criteria across the nation is needed.
- Suitability, feasibility, and direct NPS management need to be analyzed with the same vigor as national significance
- Conditions of resources during the time of study efforts may change prior to resource protection or unit designation.
- Availability of financial resources is needed to complete thorough study analysis.

Follow-up Actions:

- Reassess the current criteria to incorporate more consistent evaluation techniques and study suitability, feasibility, and the requirement for direct management, in greater depth.

- Include physical and emotional connectivity to urban communities, to ecological systems, to large-scale landscape conservation efforts, to cultural resources, to other programs and units, and to other protected areas outside the national park system.

- Consider the relationship of the resource or theme to human values and experiences, as a way to better connect to new visitors and users of NPS programs.

- Take into consideration the opportunities for appropriate recreational experiences that a new unit may provide.

- Consider units that provide redundancy, and resiliency, to protect natural resources, cultural resources, recreational amenities, and other visitor experiences that may be affected by climate change or other stressors.

- Establish consistent and clear guidelines for related area status (such as an affiliate or national heritage area).

- Continue to seek legislation or other means that clearly defines the relationship of related areas, such as national heritage areas and national scenic and historic trails, to the national park system.

- Use special resource studies to identify alternatives to a proposed unit when applicable. This may include designation as an affiliated area, related area (such as a national heritage area), or connections to NPS conservation programs.

- Carefully consider new and long-term financial obligations to the taxpayer by rigorous analysis of funding needed to create and provide long-term operational support for a new unit. Identify funding alternatives for development and operations.

B. Seek Sustainable Funding

Maintaining a high quality national park system, continuing to be a leader in safeguarding our national resources, and providing continued programmatic support and leadership for communities throughout the country requires the NPS to be proactive in addressing financial sustainability.

Another important step in ensuring the long-term financial viability of the national park system is promoting awareness and appreciation of what America's national parks and NPS programs have to offer. The 2015–2016 NPS "Find Your Park" campaign, which was made possible through the support of the National Park Foundation, is a step in this direction. Complementing such an effort is the need to collaborate with other agencies and private and nonprofit partners to promote an understanding of the wide range of public benefits and the high investment returns that flow from the NPS as it approaches its second century. High returns are demonstrated by the more than 307.2 million recreation visits to national park units in 2015. During this time, visitors generated $32 billion in economic activity and supported 295,000 jobs (NPS 2015c).

National Park Foundation™

Key partners like the National Park Foundation help fulfill critical funding needs. Each year the National Park Foundation contributes millions of dollars to the NPS for its highest priority projects and initiatives. Like the NPS, the Foundation also provides broader support for initiatives that demonstrate environmental leadership, promote sustainable practices, inspire innovative solutions, and motivate citizens to take action.

Congress charged the NPS with protecting units of the park system in perpetuity. The annual appropriations of Congress allow the NPS to manage these special places. Additionally, the NPS has embraced a number of opportunities to develop additional funding sources through entrance fees, new models for concession operations, new partnership models of public-private land management, and increasing our capacity to leverage partner resources. Funding for the national park system primarily comes from congressional appropriations, fees from visitors who use the parks, fees from concessioner operations, and through philanthropy. Additionally, in 2015, volunteers contributed approximately eight million hours, estimated at a total value to the NPS of more than $182 million, easing the financial operations burden for hundreds of parks (NPS 2016). Financial sustainability is fundamental to sufficiently maintaining and protecting existing park resources and being able to play a role in promoting and supporting a more integrated system.

Challenges:

- Without a clear understanding of the economic benefits generated by the NPS, the public and Congress may not fully support the funding needed to conserve and protect units and programs of the service.

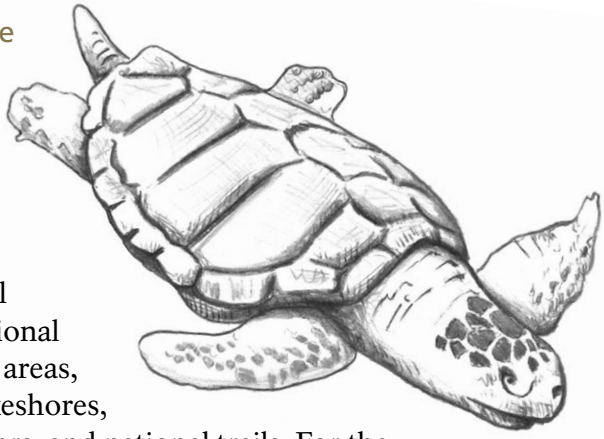
Follow-up Actions:

- Explore alternative and creative funding models to meet the needs of the national park system as well as enhance the capacity of national park programs to provide assistance and services including philanthropic assistance by individuals and organizations; monetary and nonmonetary contributions from nonprofits, states, local governments, and other partners and programs.

- Establish an independent endowment structure funded to support parks and programs, in perpetuity, similar to the Smithsonian Institution's endowment.

- Implement a policy inclusion of total cost of ownership principles into all major planning activities that involve capital investment, infrastructure, unit expansion, or new unit designation.

C. Simplify Park Nomenclature



As discussed in chapter 2, there are 28 different types of units in the national park system, including: national parks, national monuments, national preserves, national historic sites, national historical parks, national battlefields, national cemeteries, national recreation areas, national seashores, national lakeshores, national parkways, national rivers, and national trails. For the most part, there is no functional difference in these units. All of the units in the national park system have equal legal standing, and all of them are subject to the same NPS management policies.

Additional designations are used for places affiliated with the NPS but not part of the national park system, such as national heritage areas and some National Wild and Scenic Rivers. These designations are not subject to the same laws and are managed by different entities.

The numerous designations of national park units confuse staff, visitors, and the public, and diminish the NPS identity. Commenters during the scoping process for this plan noted the national park system has too many different labels. The National Parks Second Century Commission in 2009 also recommended simplifying the number of designations to enhance public awareness of the unity of the system.

Park nomenclature should be streamlined. Ideally, all existing park units should update their names to reflect the following streamlined list.

However, it is recognized that such a change may result in even more confusion for the public, and would be very costly and time consuming to implement. Therefore all new units should be limited to one of five titles as listed below.

Challenges:

- Numerous designations confuse visitors and the public.
- Different titles diminish NPS identity and lead to perceptions that different areas are managed under different policies.

Follow-up Actions:

- Preferably, all units should be updated to a streamlined nomenclature. At a minimum, future additions to the national park system should be limited to the following five titles:
  - National Historical Park
  - National Memorial Park
  - National Monument
  - National Park
  - National Recreational Park
- During the special resource study process, the planning team should identify a preferred name for the proposed new unit.

Goal #3: Embrace New Conservation Roles

In addition to the procedural modifications outlined in the previous section, new approaches for parks and protected areas will be critical to the success of the agency and its partners in achieving shared goals in conservation and preservation. Alignment of all NPS parks, programs, and partnerships would leverage existing efforts and provide new opportunities to increase partnerships. The NPS and its partners already have successful tools to support conservation and preservation goals, and the NPS proactively works with a variety of groups including other federal agencies, local governments, the private sector, and both new and long-time partners. Focusing additional effort on partnerships and relationships with new groups and agencies will become even more important in the NPS' second century.

Collaborative partnerships with others result in greater efficiency and effectiveness toward meeting shared goals and ultimately they advance work that benefits the public good. This will be a cornerstone of implementation efforts that stem from the System Plan. Partners are often essential to establishing, managing, monitoring, and acquiring protected areas and historic sites throughout the United States. For these reasons, the long-term viability of the national park system, and the broader platform in which its parks and programs play a key role, depends on effective cooperative arrangements and collaboration with others. The national park system should become the core element of a national (and with international collaboration, continental and oceanic) network of lands and waters. Where terrestrial and aquatic protected areas share

borders, such as Olympic National Park and the Olympic Coast National Marine Sanctuary, unique opportunities exist to embrace this holistic vision across ecologically connected boundaries. This network should be managed for resiliency and connectivity, guided by scientific research, and responsible for life cycle stewardship, thereby fulfilling a conservation imperative of protecting the distinctive role and future of the national park system within the broader American landscape and consciousness. ("Revisiting Leopold" report, 2012.)

While partnerships have always been an important component of park unit and programmatic efforts, a renewed emphasis on partnerships and collaboration marks a shift in the way the NPS operates. Internally, within the NPS, this shift requires that all park units and program staff focus more on working within an increasingly integrated structure—a structure that extends beyond park boundaries. This may require a change in the way park and program managers define and measure success. This includes objectives they set, how they manage, and how they communicate with stakeholders. It also requires a broader understanding and appreciation for national park system connections among other NPS programs and park units; connections within landscapes such as national heritage areas; connections across landscapes such as wildlife corridors; and connections with communities and partners. It means actively cultivating partnerships and building reciprocal relationships with communities and other agencies to achieve multiple public goals, including stewardship and civic engagement.

The NPS can perform a variety of roles with partners to achieve its mission. By working with others, the NPS is a catalyst and a leader in conserving resources and histories beyond park boundaries. Interagency planning efforts and collaboration are, and will continue to be, a critical pathway to successful conservation efforts with local communities and other land management organizations. As with all partnerships, thoughtful consideration of both partner and NPS capacity will be essential to success of these models as long-term solutions to preservation and conservation. The NPS intends to build partner relationships on equitable footing. Partnerships should be based on a common desire to solve issues related to conservation, cultural preservation, education, research, and interpretation.

While the NPS has made great strides in these areas over the years, NPS parks and programs should strive to:

- promote, build upon, and expand already successful partnerships
- nurture and sustain reciprocal relationships with community members and partners
- develop new, innovative, and collaborative approaches to park and regional planning , and landscape-scale resource protection
- support the One NPS principle, engaging in coordinated conservation, education, economic, and recreation efforts
- seek new and more meaningful methods of engaging park stakeholders
- explore ways to better integrate and connect existing park units, related areas, and conservation program lands (e.g., national natural landmarks)

- partner more broadly with other federal, state, and local agencies, local communities, and increasingly, private and nonprofit groups to conserve important wildlife corridors, historic places and trails, and larger ecosystems

- explore new models of parks featuring more partnerships and mixes of land ownership

- test innovative new approaches for more expansive and effective public outreach and engagement to build relationships with diverse communities and demographic segments of society

As an example, national heritage areas are one partnership model that connects visitors to nationally important cultural, natural, and scenic resources across large-scale landscapes. By encompassing large geographic areas, national heritage areas have the ability to promote and encourage the protection of the interconnected historic, cultural, and natural assets of a region. These community-based efforts preserve and share stories about a region's history and character, and often contain a mixture of public and private property. National heritage areas also work to support conservation, community revitalization, and economic development across these lived-in landscapes. For example, the Silos and Smoke Stacks National Heritage Area interprets and promotes the preservation of the historical development of US agriculture and its global significance across a 37-county area in northeastern Iowa.

The Atchafalaya National Heritage Area connects cultural and natural resources along the Atchafalaya River across 14 parishes in south-central Louisiana to tell the stories of the culturally rich Cajun culture as well as a diverse population of European, African, Caribbean, and American Indian descent. Although national heritage areas are not NPS units, the NPS provides technical assistance, planning, and limited financial assistance in partnership with national heritage areas around the country.

Challenges:

- As a government agency, the NPS faces limitation in terms of legal authority to enter into and maintain partnerships. It can be difficult to develop and sustain partnerships with other organizations that do not have the same level of oversight or necessity for public involvement as the federal government. Issues range from NPS legal authority to developing partnership skills of NPS employees to partners recognizing and valuing the responsibility the NPS has to engage all members of the public in providing input on park management.

- There is a need for a global network of conservation that includes a spectrum of protection systems including NPS units, related areas and programs, and all other conservation agencies, partners and nonprofits.

- Increasingly, partnership skills are needed by employees at all levels of the organization. No formal program or steps exist to help employees develop and maintain these essential skills.

The Gullah Geechee Cultural Heritage Corridor

The Gullah Geechee Cultural Heritage Corridor is a national heritage area that encompasses over 12,000 square miles on the coast in four states: North Carolina, South Carolina, Georgia, and Florida. The corridor commemorates the history and celebrates the ongoing cultural and linguistic traditions of descendants of enslaved Africans from various ethnic groups of western and central Africa. The Gullah Geechee Cultural Heritage Corridor is managed by the Gullah Geechee Cultural Heritage Corridor Commission. Commissioners work in partnership with the NPS and the State Historic Preservation Offices of Florida, Georgia, North Carolina and South Carolina.

Follow-up Actions:

- Seek to clarify and expand NPS authority to enter into and support partnerships. Currently legal and policy authorities limit NPS access to tools used by states and nongovernmental organizations. By expanding NPS authorities we can more easily move in sync with partners, and take steps to develop partnership knowledge skills and abilities throughout the NPS workforce.

- Seek better and more innovative training that will assist NPS staff in working with a more diverse public and, at the same time, provide nonfederal partners with a realistic view of what NPS policies and procedures are regarding resource protection.

- Engage in a study of new and emerging management paradigms that include partnership and joint management in which partners become part of a greater preservation and conservation vision.

- Explore new preservation models that combine federal ownership with partner management as a way to leverage federal legal protection with partner-supported management under limited federal funding.

- Strengthen related area evaluations so that study for inclusion as a related area (affiliate, national heritage area, national trail, or national wild and scenic river) is consistently applied and so that benefits of designation are strong and clearly defined.

- Clarify benefits of other NPS programs such as the National Historic Landmarks Program, National Natural Landmarks Program, and National Register of Historic Places so the public understands why a national park unit designation is not implicitly necessary for long-term protection.

- Promote a landscape-level approach to conservation that incorporates both biological and cultural systems, and considers development outside a park that can affect visitor enjoyment of unimpaired vistas, night skies, or natural sounds. Encourage park staff to use NPS funds to support landscape-level conservation outside of park boundaries.

- Conduct a gap analysis that includes current landmark sites, park units and other protected lands to understand where opportunities exist to support landscape connectivity, conservation, and/or connecting people to open space.

- Support the development of heritage areas and other collaborative approaches or designations such as the Chesapeake Bay Gateways and Watertrails Network and the Gullah Geechee Cultural Heritage Corridor, which are not traditional NPS units but are successful models of partnerships.

- Provide integration of parks and programs that enhance community connections around nationally significant resources, stories, history, or opportunities beyond traditional NPS boundaries. Some examples of current programs include the National Natural Landmarks Program, the Japanese American Confinement Site Grants Programs, and the Rivers, Trails, and Conservation Assistance Program.

- Examine and apply new ways to present multiple stories in parks, and improve coordination among units in telling these stories, ensuring the stories of all Americans are being told.

- The NPS should make as its central resource policy the stewardship of park resources to preserve ecological integrity and cultural and historical authenticity, provide transformative visitor experiences, and manage the national park system as the core of a national conservation network of connected lands and waters. ("Revisiting Leopold" report, 2012.)

Goal #4: Bring Parks to People

The first century of the NPS was about bringing people to parks and the second century will be more about bringing parks to the people. The NPS has a unique opportunity to bring wide-open spaces and national stories to homes and communities. Technology has changed our communication in ways that we could never have imagined and the NPS needs to embrace this evolution. For example, parks that are thematically linked could share resources and programming to connect visitors with other park units that are physically distant from the one they are visiting. By providing both physical and emotional connections for people to connect with parks and other protected areas, the NPS will build a stronger relationship with individuals and communities across a wide spectrum of locales and demographics.

The NPS envisions expanded opportunities for improved engagement of urban communities, rural communities, and new and more diverse visitors. For example, the NPS can explore opportunities to restore landscapes near urban areas in park units and use the restoration work as a way to engage local youth in the park unit. Existing programs also can be used where possible, but perhaps combined in novel ways. For example, the NPS Urban Agenda suggests using the full array of NPS support for tax credits, national historic landmarks, heritage areas, cooperative agreements, and partnerships to come together in urban areas such as Detroit. NPS programs and resources need to continue to be integrated to better reach diverse audiences. The nation's population is increasingly concentrated in urban areas with many people located far from park units. In these areas, NPS programs allow it to still have a presence in these communities.

- An analysis of acreage protected by NPS units reveals that the vast majority of NPS land is distant from major cities. For instance, 95% of all national park property is outside a 50-mile radius of the 20 most populated US cities. Sixty-six percent of all national park property is located in Alaska.

- Examining population and proximity shifts the story. Using the same criteria, there are 133 NPS units (32%) that are within 50 miles of those same city boundaries; so 31.9% of the US population is within a short drive of an NPS unit.

- Inside the city limits of these same 20 cities, there are 80 NPS units. These units offer the largest existing opportunity for outreach to urban citizens, as they are more likely to have connections to education programs through schools and to public transportation.

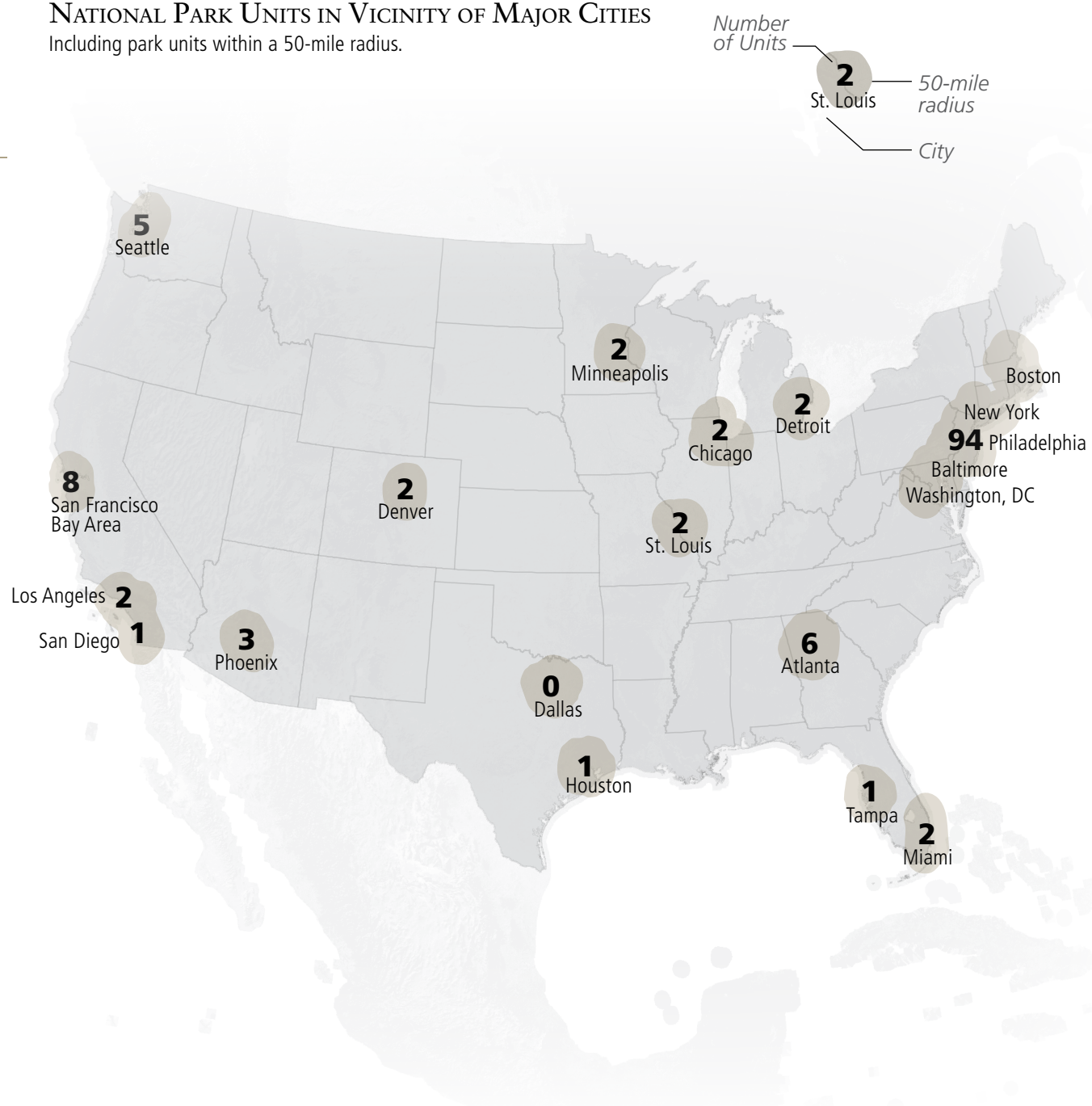
- In total, 40 of the 50 most populated urban areas have national park units located within them.

- More than 80% of Americans live in urban areas. www.nps.gov/urban

- Thirty-six percent of all NPS visitation occurs in urban areas.

National Park Units in Vicinity of Major Cities

Including park units within a 50-mile radius.



6 Atlanta
1 national scenic trail
1 national recreation area
1 national battlefield park
1 national preserve
1 national historic site
1 national monument

2 Chicago
1 national lakeshore
1 national monument

0 Dallas
N/A

2 Denver
1 national monument
1 national park

2 Detroit
1 national memorial
1 national battlefield park

1 Houston
1 national preserve

2 Los Angeles
1 national park
1 national recreation area

2 Miami
1 national preserve
1 national park

2 Minneapolis
1 national river
1 national wild and scenic river

94 Baltimore | Boston
New York | Philadelphia
Washington, DC
2 national battlefield
2 national battlefield park
24 national historic site
16 national historical park
17 national memorial
2 national military park
8 national monument
1 national park
3 national recreation area
1 national scenic river
2 national scenic trail
2 national seashore
2 national wild and scenic river
11 other designation
1 parkway

3 Phoenix
3 national monument

1 San Diego
1 national monument

8 San Francisco Bay Area
2 national historic site
1 national recreation area
1 national monument
1 national seashore
1 national memorial
2 national historical park

5 Seattle
1 national reserve
2 national park
1 national historical park
1 national historic site

2 St. Louis
1 national memorial
1 national historic site

1 Tampa
1 national memorial

Efforts to engage diverse audiences should not be limited to urban areas alone, as many diverse populations exist in suburban and rural locations across the United States. The NPS should identify these populations and work toward interpretation, education, and other opportunities to engage a diverse range of visitors. These efforts will embrace youth and encompass all generations of diverse populations in all types of communities across the country. There is also a need to better tell the diverse stories already present in parks.

Another way to connect visitors to natural and cultural resources across large landscapes is via river and trail corridors. The NPS and other federal agencies and states have a long history of cooperative development and management of river and trail corridors pursuant to the National Trails System Act of 1968 and the National Wild and Scenic Rivers Act of 1968. It is federal policy to recognize and promote trails and riverways by providing financial assistance, support of volunteers, and coordination with states and other authorities.

In addition to acting on these opportunities, the NPS will be proactive in engaging with communities. By developing a strong community of practice and expertise to work effectively in urban communities, rural communities, and areas with previously low exposure to the agency, the NPS will strengthen community outreach in the future.

Challenges:

- Increasingly, the American population is concentrated in urban areas. These citizens often rely on public transportation and may have limited access to areas preserved by the NPS and others.

- Government agencies are historically slow to adopt quickly changing technologies; this hinders the ability for outreach to younger demographics that quickly embrace these technologies.

Key Actions:

- Work to find methods to integrate system units and NPS programs to invigorate the approaches used to bring resources of the NPS to increasingly diverse communities.

- Collect existing data and new study data on park visitors (units and programs) to understand what the demographics of the second century will include. A comprehensive study and subsequent development plan will allow a better understanding of who is visiting parks now, what groups or demographics are not visiting parks and why, what groups are using NPS programs, and how to engage these underrepresented groups. This effort should be undertaken in a way that engages community partners, NPS and partner programs, and cutting-edge social science and related disciplines.

- Reassess the way the NPS counts visitors, including those who participate in educational programming outside park units or visit parks virtually.

- Work to ensure that physical connections to parks and other protected areas are accessible to all visitors. This includes accessible programming and facilities to accommodate visitors of all abilities.
- Develop themes and interpretive programming in other languages in addition to English.
- Invest in more mobile and distributed digital visitor experiences to create opportunities for underserved areas and populations.
- Connect visitors to parks virtually through new digital experiences that incorporate wearable, mobile simulated experiences.
- Develop a gap analysis that includes current landmark sites, park units, and other protected lands, to understand where opportunities exist to support landscape connectivity, conservation, and/or connect people to open space.
- Use new technologies to reach youth populations where they cannot only consume new content, but contribute their stories and perspectives.
- Reach out to youth by using popular platforms and interactive online media and applications.

- Support park managers and partners who wish to use creative methods to provide technical assistance and funding outside of park boundaries.

- Undertake a trail system assessment to identify needs and gaps in the national trail system and connected trail network, especially taking into account connections in urban areas.

- Provide technical assistance to encourage parks to consider better incorporation of health considerations in planning, interpretation, and management. Work with nonprofit organizations, universities, and researchers to identify locations where significant portions of the American population do not have any reasonable access to national parks or open spaces. Work with partners to explore opportunities for bridging these gaps.

The Path Forward

Today, more than ever, Americans have reason to be proud of their national parks. The national park system inspires us to connect with our heritage and learn more about who we are as a people, where we come from, and our connection to the natural world. The national parks continue to inspire present and future generations, and NPS programs continue to empower communities and further promote conservation and connections to our natural and cultural heritage.

Whether connecting people to the outdoors, providing federal matching grants to states to be used for community trails via the Land and Water Conservation Fund, or administering a national program (such as the National Register of Historic Places) to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources, the NPS has played an important role in enriching the lives of all Americans.

As we look to the future, there are a number of considerations, challenges, and opportunities that will influence the extent to which the NPS will be able to successfully achieve its mission. The NPS understands that in order to simultaneously balance needs within the system, as well as continue to foster broader conservation, historic preservation, and outdoor recreation efforts among its partners, it will need to strike a balance with many internal and external (often competing) factors.

The NPS recognizes that its future viability and success is inextricably linked to the success of its partners and the breadth of its partnerships. The path forward requires that the NPS continue to serve as a convener, catalyst, and collaborator with citizens groups and other government agencies. By identifying and promoting wider conservation initiatives and partnerships, the NPS can continue to play an important role in strengthening communities, extending economic benefits, improving quality of life, and ultimately preserving the values represented by our national park system.

While evolving responsibilities present new challenges to the NPS, the benefits of the NPS mission are often integral to improving the quality of life everywhere touched by the national park idea. An important component of the National Park Service System Plan is to generate a shared understanding of these evolving responsibilities and how they intersect with other ongoing efforts throughout the country that align with the NPS mission. In considering these and other factors, the System Plan identifies strategies, goals, and actions that will strengthen the system and ensure that the vibrancy of these places is reflective of our nation's cultural and natural heritage for the next 100 years.

APPE

Contributors

Glossary

Selected References

Appendix A: Units in the national park system and related areas as of December 2016

Appendix B: NPS Programs

ENDIXES

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* **About the artwork**. The drawings throughout this System Plan catch a breath of the National Park Service. All original artwork created by National Park Service artist Ángel López.

Glossary

Affiliated Area — Affiliated areas are neither federally owned nor directly administered by the NPS, but use NPS assistance. These areas preserve significant properties outside the national park system, some of which were recognized by acts of Congress and others which were designated as national historic sites by the Secretary of the Interior under the Historic Sites Act of 1935.

Cooperative Management — NPS management in partnership with other entities that may own land and have management responsibility for a park; for example, private landowners, nonprofits, as well as local and state governments may all have a direct role in the stewardship of a park. Cooperative management is characterized by a high degree of interdependence among managing organizations and extensive need for collaborative solutions to management challenges.

Cultural Resource — An aspect of a cultural system that is valued by or significantly representative of a culture, or that contains significant information about a culture. A cultural resource may be a tangible entity or a cultural practice. Tangible cultural resources are categorized as districts, sites, buildings, structures, and objects for the National Register of Historic Places, and as archeological resources, cultural landscapes, structures, museum objects, and ethnographic resources for NPS management purposes. (NPS *Management Policies 2006*.)

Gap Analysis — A methodology used to identify gaps in a system.

Landscape Connectivity — In a natural resource context, landscape connectivity can be defined as "the degree to which landscapes facilitate or impede movement between resource patches." (Taylor et al. 1993.)

National Park System Advisory Board — The National Park System Advisory Board, authorized in 1935, advises the Director of the NPS and the Secretary of the Interior on matters relating to the NPS, the national park system, and programs administered by the NPS.

Natural Resource —Term that encompasses natural resources, processes, systems, and values that would occur in the absence of human dominance over the landscape. The term includes physical resources (e.g., water, air, soils, topographic features, geologic features, paleontological resources, night skies and acoustic resources); physical processes (e.g., weather, erosion, cave formation, wildland fire); biological resources (e.g., native plants, animals, communities, biological processes [e.g., photosynthesis, succession, and evolution]); ecosystems; and highly valued associated characteristics such as scenic views. (Largely taken from NPS *Management Policies 2006*, Chapter 4.)

Park — Any one of the hundreds of areas of land and water administered as part of the national park system. The term is used interchangeably in this document with "unit," and "park unit." (NPS *Management Policies 2006*, Glossary.)

Partners — Partners are individuals, organizations, and agencies that play a crucial role in the stewardship of individual national parks or the national park system as a whole. Partner organizations and agencies often have complementary missions to the NPS, such as environmental stewardship or advancing outdoor recreation. Partnerships allow different organizations to pool their resources toward the achievement of common goals. The relationships are mutually beneficial and ultimately produce greater results than one entity could achieve alone.

Visitor — Anyone who physically visits a park for recreational, educational, or scientific purposes, or who otherwise uses a park's interpretive and educational services, regardless of where such use occurs (e.g., via Internet access, library, etc.). (NPS *Management Policies 2006*, Glossary.)

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Appendix A: Units in the national park system and related areas as of December 2016[7]

National Battlefields
Antietam
Big Hole
Cowpens
Fort Donelson
Fort Necessity
Monocacy
Moores Creek
Petersburg
Stones River
Tupelo
Wilson's Creek

National Battlefield Parks
Kennesaw Mountain
Manassas
Richmond
River Raisin

National Battlefield Site
Brices Cross Roads

National Military Parks
Chickamauga and Chattanooga
Fredericksburg and Spotsylvania County Battlefields Memorial
Gettysburg
Guilford Courthouse
Horseshoe Bend
Kings Mountain
Pea Ridge
Shiloh
Vicksburg

National Historical Parks
Abraham Lincoln Birthplace
Adams
Appomattox Court House
Blackstone River Valley
Boston
Cane River Creole
Cedar Creek and Belle Grove
Chaco Culture
Chesapeake & Ohio Canal
Colonial
Cumberland Gap
Dayton Aviation Heritage
First State
George Rogers Clark
Harpers Ferry
Harriet Tubman Underground Railroad
Hopewell Culture
Independence
Jean Lafitte NHP and Preserve
Kalaupapa
Kaloko-Honokohau
Keweenaw
Klondike Gold Rush

7 Source: NPS 2016.

Units in the National Park System

Lewis and Clark
Lowell
Lyndon B. Johnson
Manhattan Project
Marsh-Billings-Rockefeller
Minute Man
Morristown
Natchez
New Bedford Whaling
New Orleans Jazz
Nez Perce
Palo Alto Battlefield
Paterson Great Falls
Pecos
Pu'uhonua o Hōnaunau
Rosie the Riveter / World War II Home Front
Salt River Bay NHP and Ecological Preserve
San Antonio Missions
San Francisco Maritime
San Juan Island
Saratoga
Sitka
Thomas Edison
Tumacacori
Valley Forge
War in the Pacific
Women's Rights

National Historic Sites
Allegheny Portage Railroad
Andersonville
Andrew Johnson
Bent's Old Fort
Boston African American
Brown v. Board of Education
Carl Sandburg Home
Carter G. Woodson Home
Charles Pickney
Christiansted
Clara Barton
Edgar Allan Poe
Eisenhower
Eleanor Roosevelt
Eugene O'Neill
First Ladies
Ford's Theatre
Fort Bowie
Fort Davis
Fort Laramie
Fort Larned
Fort Point
Fort Raleigh
Fort Scott
Fort Smith
Fort Union Trading Post
Fort Vancouver
Frederick Douglass
Frederick Law Olmsted
Friendship Hill
Golden Spike
Grant-Kohrs Ranch
Hampton
Harry S. Truman
Herbert Hoover
Home of Franklin D. Roosevelt
Hopewell Furnace
Hubbell Trading Post
James A. Garfield
Jimmy Carter
John Fitzgerald Kennedy
John Muir
Knife River Indian Villages

Lincoln Home
Little Rock Central High School
Longfellow House – Washington's Headquarters
Maggie L. Walker
Manzanar
Martin Luther King, Jr.
Martin Van Buren
Mary McLeod Bethune Council House
Minidoka
Minuteman Missile
Nicodemus
Ninety Six
Pennsylvania Avenue
President William Jefferson Clinton Birthplace Home
Puukoholā Heiau
Sagamore Hill
Saint-Gaudens
Saint Paul's Church
Salem Maritime
San Juan
Sand Creek Massacre
Saugus Iron Works
Springfield Armory
Steamtown
Theodore Roosevelt Birthplace
Theodore Roosevelt Inaugural
Thomas Stone
Tuskegee Airmen
Tuskegee Institute
Ulysses S. Grant
Vanderbilt Mansion
Washita Battlefield
Weir Farm
Whitman Mission
William Howard Taft

International Historic Site
Saint Croix Island

National Lakeshores
Apostle Islands
Indiana Dunes
Pictured Rocks
Sleeping Bear Dunes

National Memorials
Arkansas Post
Arlington House, The Robert E. Lee Memorial
Chamizal
Coronado
De Soto
Federal Hall
Flight 93
Fort Caroline
Franklin Delano Roosevelt Memorial
General Grant
Hamilton Grange
Jefferson National Expansion Memorial
Johnstown Flood
Korean War Veterans
Lincoln Boyhood
Lincoln Memorial
Lyndon Baines Johnson Memorial Grove on the Potomac
Martin Luther King, Jr.
Mount Rushmore
Perry's Victory & International Peace
Port Chicago Naval Magazine

Roger Williams
Thaddeus Kosciuszko
Theodore Roosevelt Island
Thomas Jefferson
Vietnam Veterans
Washington Monument
World War I
World War II
Wright Brothers

National Monuments
African Burial Ground
Agate Fossil Beds
Alibates Flint Quarries
Aniakchak
Aztec Ruins
Bandelier
Belmont-Paul Women's Equality
Booker T. Washington
Buck Island Reef
Cabrillo
Canyon de Chelly
Cape Krusenstern
Capulin Volcano
Casa Grande Ruins
Castillo de San Marcos
Castle Clinton
Castle Mountains
Cedar Breaks
César E. Chávez
Charles Young Buffalo Soldiers
Chiricahua
Colorado
Craters of the Moon
Devils Postpile
Devils Tower
Dinosaur
Effigy Mounds
El Malpais
El Morro
Florissant Fossil Beds
Fort Frederica
Fort Matanzas
Fort McHenry NM and Historic Shrine
Fort Monroe
Fort Pulaski
Fort Stanwix
Fort Sumter
Fort Union
Fossil Butte
George Washington Birthplace
George Washington Carver
Gila Cliff Dwellings
Governors Island
Grand Portage
Hagerman Fossil Beds
Hohokam Pima
Homestead National Monument of America
Honouliuli
Hovenweep
Jewel Cave
John Day Fossil Beds
Katahdin Woods and Waters
Lava Beds
Little Bighorn Battlefield
Montezuma Castle
Muir Woods
Natural Bridges
Navajo
Ocmulgee
Oregon Caves
Organ Pipe Cactus

Petroglyph
Pipe Spring
Pipestone
Poverty Point
Pullman
Rainbow Bridge
Russell Cave
Salinas Pueblo Missions
Scotts Bluff
Statue of Liberty
Sunset Crater Volcano
Stonewall
Timpanogos Cave
Tonto
Tule Springs Fossil Beds
Tuzigoot
Virgin Islands Coral Reef
Waco Mammoth
Walnut Canyon
White Sands
World War II Valor in the Pacific
Wupatki
Yucca House

National Parks
Acadia
Arches
Badlands
Big Bend
Biscayne
Black Canyon of the Gunnison
Bryce Canyon
Canyonlands
Capitol Reef
Carlsbad Caverns
Channel Islands
Congaree
Crater Lake
Cuyahoga Valley
Death Valley
Denali
Dry Tortugas
Everglades
Gates of the Arctic
Glacier
Glacier Bay
Grand Canyon
Grand Teton
Great Basin
Great Sand Dunes NP and Preserve
Great Smoky Mountains
Guadalupe Mountains
Haleakalā
Hawai'i Volcanoes
Hot Springs
Isle Royale
Joshua Tree
Katmai
Kenai Fjords
Kings Canyon
Kobuk Valley
Lake Clark
Lassen Volcanic
Mammoth Cave
Mesa Verde
Mount Rainier
National Park of American Samoa
North Cascades
Olympic
Petrified Forest
Pinnacles
Redwood

Rocky Mountain
Saguaro
Sequoia
Shenandoah
Theodore Roosevelt
Virgin Islands
Voyageurs
Wind Cave
Wrangell-Saint Elias
Yellowstone
Yosemite
Zion

National Parkways
Blue Ridge Parkway
George Washington Memorial Parkway
John D. Rockefeller Jr. Memorial Parkway
Natchez Trace Parkway

National Preserves
Aniakchak
Bering Land Bridge
Big Cypress
Big Thicket
Craters of the Moon
Denali
Gates of the Arctic
Glacier Bay
Great Sand Dunes
Katmai
Lake Clark
Little River Canyon
Mojave
Noatak
Tallgrass Prairie
Timucuan Ecological & Historic
Valles Caldera
Wrangell-Saint Elias
Yukon-Charley Rivers

National Reserves
City of Rocks
Ebey's Landing National Historic Reserve

National Recreation Areas
Amistad
Bighorn Canyon
Boston Harbor Islands
Chattahoochee River
Chickasaw
Curecanti
Delaware Water Gap
Gateway
Gauley River
Glen Canyon
Golden Gate
Lake Chelan
Lake Mead
Lake Meredith
Lake Roosevelt
Ross Lake
Santa Monica Mountains
Whiskeytown Unit [8]

8 Administered under cooperative agreements with other federal agencies.

National Rivers
Big South Fork National River and Recreation Area
Buffalo
Mississippi National River and Recreation Areas
New River Gorge
Ozark National Scenic Riverways

National Wild and Scenic Rivers
Alagnak Wild River
Bluestone National Scenic River
Delaware National Scenic River
Great Egg Harbor National Scenic and Recreational River
Missouri National Recreational River
Niobrara National Scenic River
Obed Wild and Scenic River
Rio Grande Wild & Scenic River
Saint Croix National Scenic Riverway
Upper Delaware National Scenic and Recreational River

National Scenic Trails
Appalachian Trail
Natchez Trace
Potomac Heritage

National Seashores
Assateague Island
Canaveral
Cape Cod
Cape Hatteras
Cape Lookout
Cumberland Island
Fire Island
Gulf Islands
Padre Island
Point Reyes

Other Designations
Catoctin Mountain Park
Constitution Gardens
Fort Washington Park
Greenbelt Park
National Capital Parks
National Mall
Piscataway Park
Prince William Forest Park
Rock Creek Park
White House
Wolf Trap National Park for the Performing Arts

Related Areas

Affiliated Areas

Aleutian World War II National Historic Area
American Memorial Park
Benjamin Franklin National Memorial
Chicago Portage National Historic Site
Chimney Rock National Historic Site
Fallen Timbers Battlefield and Fort Miamis National Historic Site
Father Marquette National Memorial, Michigan
Gloria Dei (Old Swedes') Church National Historic Site
Green Springs National Historic Landmark District
Historic Camden Revolutionary War Site
Ice Age National Scientific Reserve
International Peace Garden
Inupiat Heritage Center
Jamestown National Historic Site
Kate Mullany National Historic Site
Lower East Side Tenement National Historic Site
New Jersey Coastal Heritage Trail Route
Oklahoma City National Memorial
Pinelands National Reserve
Red Hill Patrick Henry National Memorial
Roosevelt Campobello International Park
Thomas Cole National Historic Site
Touro Synagogue National Historic Site
Wing Luke Museum of the Asian Pacific American Experience

National Heritage Areas

Abraham Lincoln National Heritage Area
America's Agricultural Heritage Partnership (Silos & Smokestacks National Heritage Area)
Arabia Mountain National Heritage Area
Atchafalaya National Heritage Area
Augusta Canal National Heritage Area
Baltimore National Heritage Area
Blue Ridge National Heritage Area
Chache La Poudre River Corridor
Cane River National Heritage Area
Champlain Valley National Heritage Partnership
Crossroads of the American Revolution National Heritage Area
Delaware and Lehigh National Heritage Corridor
Erie Canalway National Heritage Corridor
Essex National Heritage Area
Freedom's Frontier National Heritage Area
Freedom's Way National Heritage Area
Great Basin National Heritage Area
Gullah Geechee Cultural Heritage Corridor
Hudson River Valley National Heritage Area
Illinois & Michigan Canal National Heritage Corridor
John H. Chafee Blackstone River Valley National Heritage Corridor
Journey Through Hallowed Ground National Heritage Area
Kenai Mountains-Turnagain Arm National Heritage Area
Lackawanna Valley National Heritage Area

Mississippi Delta National Heritage Area
Mississippi Gulf Coast National Heritage Area
Mississippi Hills National Heritage Area
Mormon Pioneer National Heritage Area
MotorCities National Heritage Area
Muscle Shoals National Heritage Area
National Aviation Heritage Area
National Coal Heritage Area
Niagara Falls National Heritage Area
Northern Plains National Heritage Area
Northern Rio Grande National Heritage Area
Ohio and Erie National Heritage Area
Oil Region National Heritage Area
Rivers of Steel National Heritage Area
Sangre de Cristo National Heritage Area
Schuylkill River Valley National Heritage Area
Shenandoah Valley Battlefields National Historic District
South Carolina National Heritage Corridor
South Park National Heritage Area
Tennessee Civil War National Heritage Area
The Last Green Valley National Heritage Corridor
Upper Housatonic Valley National Heritage Area
Wheeling National Heritage Area
Yuma Crossing National Heritage Area

National Trails System
Ala Kahakai National Historic Trail
Appalachian National Scenic Trail
Arizona National Scenic Trail
California National Historic Trail
Captain John Smith Chesapeake National Historic Trail
Continental Divide National Scenic Trail
El Camino Real de los Tejas National Historic Trail
El Camino Real de Tierra Adentro National Historic Trail
Florida National Historic Trail
Ice Age National Historic Trail
Iditarod National Historic Trail
Juan Bautista de Anza National Historic Trail
Lewis and Clark National Historic Trail
Mormon Pioneer National Historic Trail
Natchez Trace National Scenic Trail
New England National Scenic Trail
Nez Perce (Nee-Me-Poo) National Historic Trail
North Country National Scenic Trail
Old Spanish National Historic Trail
Oregon National Historic Trail
Overmountain Victory National Historic Trail
Pacific Crest National Scenic Trail
Pacific Northwest National Scenic Trial
Pony Express National Historic Trail
Potomac Heritage National Scenic Trail
Santa Fe National Historic Trail
Selma to Montgomery National Historic Trail
Star-Spangled Banner National Historic Trail
Trail of Tears National Historic Trail
Washington-Rochambeau Revolutionary Route National Historic Trail

National Wild & Scenic Rivers System
Alagnak Wild River
Alatna Wild River
Aniakchak Wild River
Bluestone National Scenic River
Cache la Poudre Wild and Scenic River
Charley Wild River
Chilikadrotna Wild River
Eightmile National Wild and Scenic River
Farmington National Wild and Scenic River
Flathead Wild and Scenic River
Great Egg Harbor Scenic and Recreational River
John Wild River
Kern River
Kings River
Kobuk Wild River
Lamprey Wild and Scenic River
Lower Delaware Wild and Scenic River
Maurice Scenic and Recreational River
Merced River
Middle Delaware River
Missisquoi and Trout National Wild and Scenic River
Missouri National Recreation River
Mulchatna Wild River
Musconetcong National Wild and Scenic River
Niobrara National Scenic River
Noatak Wild River
North Fork of the Koyukuk Wild River
Obed Wild and Scenic River
Rio Grande Wild and Scenic River
River Styx Wild and Scenic River
Saint Croix National Scenic Riverway
Salmon Wild River
Snake River Headwaters Wild and Scenic River
Sudbury, Assabet and Concord National Wild and Scenic River
Taunton National Wild and Scenic River
Tinayguk Wild River
Tlikakila Wild River
Toulumne River, California
Upper Delaware Scenic and Recreational River
Virgin Wild and Scenic River
Wekiva National Wild and Scenic River
Westfield National Wild and Scenic River
White Clay Creek National Wild and Scenic River

Appendix B: NPS Programs

The following list was compiled from the "Budget Justifications and Performance Information FY 2015" (the "Greenbook"). NPS organization programs, such as those under Workforce Management or Administrative Support (e.g., Human Resources, Pathways Program, Budget, Financial Management, Strategic Planning), Centennial initiatives, base funding for staff and the 413-unit system are not included in this list. The intention of this appendix is to illuminate the many ways the National Park Service supports conservation, interpretation, and education efforts outside of managing specific national park units. Organization of this list, including categorization, order and duplicative/similar entries is taken directly from the Greenbook. For more details on these programs, see the Greenbook. www.nps.gov/aboutus/budget.htm

Park Management – Resource Stewardship

Natural Resource Stewardship

- Air Resource Management and Research
- Biological Resource Management
- Cave Research
- Cooperative Ecosystem Studies Units (CESUs)
- Cooperative Landscape Conservation
- Environmental Response, Damage Assessment, and Restoration
- Geologic Resources
- Great Lakes Restoration Initiative
- Inventory & Monitoring (I&M)
- National Trails System (including the national water trails system, national scenic trails, national historic trails, national recreation trails, and connecting/side trails)
- Natural Sounds
- Research Learning Centers
- Social Science
- Water Resources
- Wild and Scenic Rivers

Cultural Resource Stewardship

- Archeological Resources
- Cultural Landscapes
- Cultural Resource Centers
- Cultural Resource Projects
- Ethnographic Resources
- Historic and Prehistoric Structures
- Historical Research (park history)
- Museum Collections
- National Underground Railroad Network to Freedom Program
- Native American Graves Protection and Repatriation Program (NAGPRA)
- Youth Programs (e.g., Cultural Resources Diversity Internship Program)

Everglades Restoration and Research

- Critical Ecosystems Studies Initiative
- Comprehensive Everglades Restoration Plan

Park Management – Visitor Services

Interpretation and Education

- National Council for the Traditional Arts Assistance (NCTA)
- Parks as Classrooms Programs
- National Unigrid Publications Program
- Volunteers-in-Parks (VIP) Program
- Teacher-Ranger-Teacher Program
- Youth Programs (NPS Youth Involvement and
- Employment Programs)
- Boy Scouts of America Partnership
- Groundwork USA Youth Development Partnership
- Historically Black Colleges and Universities Internship Program
- Junior Ranger
- Mosaics in Science Internship Program
- Public Land Corps
- Youth Conservation Corps (YCC)
- Youth Partnership Program
- WebRangers
- 2013 NPS Academy: Connecting Youth to NPS Careers

Commercial Services

- Commercial Services Management

National Recreation and Preservation

Natural Programs

- Rivers, Trails, and Conservation Assistance
- National Natural Landmarks
- Hydropower Recreation Assistance
- Chesapeake Bay Gateways and Watertrails Network

Cultural Programs

- American Battlefield Protection Program Assistance Grants
- Archeological Assistance Program
- Cultural Resources-GIS Program
- Cultural Resources Office of Outreach and Diversity
- Federal Preservation Institute
- Heritage Documentation Programs
- Heritage Education Services
- Japanese American Confinement Site Grants
- National Center for Preservation Technology and Training
- National Historic Landmarks Program
- National Register of Historic Places
- National Register Programs
- Technical Preservation Services

Grants Administration

- American Battlefield Protection Program Grants Administration
- Historic Preservation Fund Administration
- Japanese American Confinement Sites Grants Administration
- Native American Graves Protection Grants Administration

International Park Affairs

- Office of International Affairs
- Southwest Border Resource Protection Program

Heritage Partnership Programs (National Heritage Areas)

- Commissions and Grants
- Administrative Support

Historic Preservation Fund

Grants-in-Aid

- Grants-in-Aid to States and Territories
- Grants-in-Aid to Indian Tribes
- Competitive Grants to Underrepresented Communities

Land Acquisition and State Assistance

State Conservation Grants

- State Conservation Grants Administration

State and Local Conservation Grants

- Competitive State Conservation Grants
- Land Acquisition and State Assistance Program
- State and Local Conservation Grants

This document represents a snapshot in time and is based on the best information available to date. As the National Park Service evolves and resources change, it will be appropriate to revisit the recommendations and gaps contained within this document on an as-needed basis.

As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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National Park Service
SYSTEM PLAN
One Hundred Years